SURVEY OF CURRENT LEADER DEVELOPMENT IN THE AIR FORCE

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Abstract

This report is part of the preliminary work for the DRDC research program on the challenges of leadership in multi-MOC [Military Occupation Code] Air Force (AF) support teams. It has been written primarily to provide A4 staff at1 Canadian Air Division with information to support the development of the new leadership skills support personnel will need to successful implement the Air Force Support Capability (AFSC).

The author was contracted to:1) conduct a comprehensive reviev
and procedures concerning mandated leadership training and education within the AF; 2) visit relevant schools where AF leadership training and education is conducted to determine what is taught at these schools; and 3) determine the current approach to career and professional development within the AF, with a particular emphasis on the support occupations.

The conclusions and recommendations for this report have been grouped into systemic and immediate issues. Systemic issues are those that will likely take a relatively long time to solve because of the involvement of a number of organizations. Immediate issues could be addressed relatively quickly within the AF, and with a minimal allocation of resources leverage significant savings and increase the effectiveness of AF leadership education and training.

Résumé

Le présent rapport s'inscrit dans le cadre des travaux préliminaires du programme de recherches entrepris par RDDC sur les défis des dirigeants des équipes de soutien de la FA (Force aérienne) constituée de membres appartenant à divers GPM [Groupe professionnels militaires]. Il a été rédigé surtout dans le but de fournir à l'état-major A4 de la 1re Division aérienne du Canada des renseignements qui l'aidera à élaborer les nouvelles compétences en leadership que le personnel de soutien devra posséder pour être en mesure d'exploiter la Capacité de soutien de la Force aérienne (CSFA).

L'auteur a été chargé de :1) faire un examen approfondi de toutes les politiques, doctrines et procédures relatives à l'instruction et à l'éducation en leadership autorisée au sein de la FA. 2) se rendre dans les écoles pertinentes dispensant l'instruction et l'éducation en leadership aux membres de la FA afin de déterminer ce que ces écoles enseignent. 3) de cerner le programme actuel de perfectionnement et de carrière en vigueur dans la FA, en mettant l'accent sur les groupes professionnels de soutien.

Les conclusions et les recommandations de ce rapport ont été regroupées sous deux rubriques : les problèmes systémiques et les problèmes immédiats. Les problèmes systémiques sont ceux qui seront relativement plus longs à résoudre en raison de la participation de plusieurs organisations. Les problèmes immédiats sont ceux qui pourraient être réglés relativement vite au sein de la FA et avec un minimum de ressources, ce qui entraînerait des économies importantes et augmenterait l'efficacité de l'instruction et de l'éducation des dirigeants de la FA.

Executive Summary

This report is part of the preliminary work for the DRDC research program on the challenges of leadership in multi-MOC [Military Occupation Code] Air Force (AF) support teams. It has been written primarily to provide A4 staff at1 Canadian Air Division with information to support the development of the new leadership skills support personnel will need to successful implement the Air Force Support Capability (AFSC).

The author was contracted to:1) conduct a comprehensive review of all policy, doctrine and procedures concerning mandated leadership training and education within the AF; 2) visit relevant schools where AF leadership training and education is conducted to determine what is taught at these schools; and 3) determine the current approach to career and professional development within the AF, with a particular emphasis on the support occupations.

The conclusions and recommendations for this report have been grouped into systemic and immediate issues. Systemic issues are those that will likely take a relatively long time to solve because of the involvement of a number of organizations. Immediate issues could be addressed relatively quickly within the AF, and with a minimal allocation of resources leverage significant savings and increase the effectiveness of AF leadership education and training.

Systemic Issues. Based on the findings above, it is concluded that:

a. The issue of the identification of precisely who are "Air Force" personnel needs to be resolved as this decision will impact on all AF professional development (PD). Different approaches appear to have been taken towards identifying who is in the AF for officers and NCMs. The role of reservists also needs to be studied in this context.

b. Most of the problems with AF leadership are caused by both the lack of an integrated CF training system and an integrated AF training system.

Immediate Issues. Based on the findings above, it is concluded that:

a. No one organization has the authority, resources, or expertise to effectively address all AF leadership issues; therefore, to deliver effective AF leadership education and training leadership issues must be co-ordinated among key stakeholders.

b. The fragmentation of responsibility for AF leadership Individual Training and Education (IT&E) has resulted in a lack of strategic direction, gaps and overlaps in courses, and perhaps most importantly no assurance that AF courses are meeting the needs of operational users.

c. Most of the AF IT&E leadership packages are unfocussed and deal with too many unrelated subjects. A logical and coherent organization of topics related to leadership and command would improve the effectiveness of leadership training and education in the AF.

d. The problems caused by a lack of coherence and focus in AF leadership education and training could be addressed by creating an AF leadership master learning plan. This plan could detail how leadership specific to the air environment should be taught at what rank levels and could provide coherent and consistent guidance for AF leadership education and training. With such a plan, Qualification Standard (QS) Writing Boards would have a way of co-ordinating their activities so as to minimize gaps and duplication in the material covered among courses, and schools could use the master plan in writing their Training Plans (TPs).

e. Essential parts of CF Individual Training and Education System (CFITES) process (especially analysis (Needs Assessment) and comprehensive validation) have been neglected for years, and consequently much planning for current training is done on an ad hoc basis with little data to inform course development decisions.

f. Recent AF QSs vary greatly in quality for the reasons given above.

g. If the QSs and TPs are to be designed with academic rigour and professional relevance to teach members of the CF to think critically about leadership, Subject Matter Experts (SMEs) with appropriate education in the field of leadership theory and experience in curriculum design are required as members of QS and TP writing boards.

h. SMEs, with appropriate education and experience, should be used to assist schools and wings develop master lesson plans in leadership subjects.

i. There are many opportunities to teach AF leadership in all AF courses that have yet to be exploited.

j. Before the implications for approaches to the composition and leadership of support teams in future air force deployments can be effectively addressed, the AF needs to identify and inventory the various types of leadership challenges and skills that are required of AF personnel working in various situations, based not just on past experience, but also on projected future operations and such initiatives as the AFSC.

k. A rigorous inventory of the leadership needs of AF personnel at all levels is required to provide a baseline for work on an AF Leadership Manual and an AF Leadership Model, as well as a context for the leadership of support teams. This inventory should be based not just on past experience, but also on projected future operations and such initiatives as the AFSC.

l. To make a rational choice among possible PD approaches, the AF should establish a philosophical and policy basis for making this choice.

Recommendations

It is recommended that:

a. The issue of the identification of precisely who are "Air Force" personnel be resolved as a priority to guide further policy decisions.

b. The AF continue to work to establish an integrated CF training system. In the interim, an integrated AF training system be established

c. In the short term, the AF appoint an Office of Primary Interest (OPI) to co-ordinate all leadership related training and education activities. However, since no one organization has the authority, resources, or expertise to effectively address all AF leadership issues, a working group or committee be formed to co-ordinate AF leadership research, education and training. In the longer term, the AF should re-create the type of centralized education and training system that worked so well in the past.

d. The complete CFITES process (especially analysis (Needs Assessment) and comprehensive validation) be re-instituted for AF courses to re-assert strategic direction, to eliminate gaps and overlap in courses, and to ensure that AF courses are meeting the needs of operational users.

e. SMEs with appropriate education and experience in the field of leadership theory and experience in curriculum design be included as members of QS and TP writing boards to ensure that academic rigour and professional relevance are achieved in AF leadership IT&E.

f. SMEs, with appropriate education and experience, be used to assist schools and wings develop master lesson plans in leadership subjects.

g. Opportunities be exploited to teach AF leadership in all AF courses.

Sommaire

Le présent rapport s'inscrit dans le cadre des travaux préliminaires du programme de recherches entrepris par RDDC sur les défis des dirigeants des équipes de soutien de la FA (Force aérienne) constituée de membres appartenant à divers GPM [Groupe professionnels militaires]. Il a été rédigé surtout dans le but de fournir à l'état-major A4 de la 1re Division aérienne du Canada des renseignements qui l'aidera à élaborer les nouvelles compétences en leadership que le personnel de soutien devra posséder pour être en mesure d'exploiter la Capacité de soutien de la Force aérienne (CSFA).

L'auteur a été chargé de :1) faire un examen approfondi de toutes les politiques, doctrines et procédures relatives à l'instruction et à l'éducation en leadership autorisée au sein de la FA. 2) se rendre dans les écoles pertinentes dispensant l'instruction et l'éducation en leadership aux membres de la FA afin de déterminer ce que ces écoles enseignent. 3) de cerner le programme actuel de perfectionnement et de carrière en vigueur dans la FA, en mettant l'accent sur les groupes professionnels de soutien.

Les conclusions et les recommandations de ce rapport ont été regroupées sous deux rubriques : les problèmes systémiques et les problèmes immédiats. Les problèmes systémiques sont ceux qui seront relativement plus longs à résoudre en raison de la participation de plusieurs organisations. Les problèmes immédiats sont ceux qui pourraient être réglés relativement vite au sein de la FA et avec un minimum de ressources, ce qui entraînerait des économies importantes et augmenterait l'efficacité de l'instruction et de l'éducation des dirigeants de la FA.

Problèmes systémiques. D'après les résultats susmentionnés, on tire les conclusions suivantes :

c. Il faut arriver à déterminer qui sont exactement les membres de la « Force aérienne », car cette décision aura une incidence sur tout le perfectionnement professionnel (PP) de la FA. Différentes approches semblent avoir été adoptées en vue de déterminer quels officiers et MR font partie de la FA. Le rôle des réservistes devra également être étudié dans ce contexte.

d. La plupart des problèmes liés à la direction de la FA résultent de l'absence de système d'instruction intégré au sein des FC et d'un système d'instruction intégré au sein de la FA.

Problèmes immédiats. Selon les résultats susmentionnés, on conclut que :

m. aucune organisation n'a le pouvoir, les ressources ou l'expertise nécessaires pour régler efficacement tous les problèmes liés à la direction de la FA. C'est pourquoi, pour dispenser une instruction et une éducation en leadership efficace aux membres de la FA, les problèmes doivent être coordonnés par les intervenants clés.

n. La fragmentation de la responsabilité relative à l'instruction individuelle et l'éducation (II & E) des dirigeants de la FA a provoqué un manque d'orientation stratégique, des lacunes et des chevauchements dans le programme de cours, et peut-être, ce qui est le plus important, l'incertitude que les cours de la FA répondent aux besoins des utilisateurs opérationnels.

o. La plupart des cours de leadership du programme II & E de la FA ne sont pas ciblés et traitent d'un trop grand nombre de sujets qui n'ont aucun lien entre eux. Une organisation logique et cohérente des sujets ayant trait à la direction et au commandement accroîtrait l'efficacité de l'instruction et de l'éducation des dirigeants de la FA.

p. Les problèmes causés par le manque de cohérence et d'orientation précise de l'instruction et de l'éducation des dirigeants de la FA pourraient être résolus par l'élaboration d'un plan d'apprentissage principal en leadership de la FA. Ce plan pourrait expliquer comment les techniques de leadership propres à la force aérienne devraient être enseignées, à quels grades, et pourrait contenir des directives cohérentes et uniformisées concernant l'éducation et l'instruction des dirigeants de la FA. Avec un tel plan à leur disposition, les Comités de rédaction des normes de qualification (NORQUAL) seraient en mesure de coordonner leurs activités de manière à réduire au minimum les lacunes et les dédoublements de la matière enseignée dans les cours. De plus, les écoles pourraient s'inspirer du plan principal pour rédiger leurs plans d'instruction (PLANIN).

q. Des parties essentielles du processus du Système de l'instruction individuelle et de l'éducation des Forces canadiennes (SIIEFC) (en particulier l'analyse (évaluation des besoins) et la validation complète) sont négligées depuis des années et, par conséquent, une bonne part de la planification de l'instruction actuelle se fait de façon ponctuelle et les décisions liées à l'élaboration des cours sont fondées sur une faible quantité de données.

r. La qualité des NORQUAL FA établies dernièrement varie considérablement pour les raisons susmentionnées.

s. Pour concevoir des NORQUAL et des PLANIN empreints de rigueur et de professionnalisme afin d'enseigner aux membres des FC à se pencher sur les questions de leadership de façon éclairée, il faudra inviter des experts en la matière (EM) détenant la formation pertinente dans le domaine de la théorie du leadership et de l'expérience dans l'élaboration de programme d'enseignement à prendre part aux comités de rédaction des NORQUAL et des PLANIN.

t. Il faudrait faire appel à des EM possédant l'éducation et l'expérience pertinentes pour aider les écoles et les escadres à élaborer leurs plans de leçon principaux portant sur des matières relatives au leadership.

u. De nombreuses possibilités d'enseignement du leadership dans la FA n'ont pas encore été exploitées dans les cours de la FA.

v. Afin de pouvoir corriger efficacement la composition et la direction des équipes de soutien lors des futurs déploiements de la Force aérienne, cette dernière doit d'abord identifier et inventorier les divers types de défis que doivent relever les membres de la FA en matière de leadership dans différentes situations, ainsi que les compétences que ceux-ci doivent posséder pour y parvenir, et ce, non seulement à partir des expériences vécues, mais aussi en fonction des opérations prévues et des initiatives comme la CSFA.

w. Il s'avère nécessaire de faire un inventaire rigoureux des besoins en leadership des membres de la FA, à tous les niveaux, afin d'établir une base de référence pour la rédaction d'un manuel sur le leadership dans la FA et d'un modèle de leadership de la FA, de même qu'un contexte pour la direction des équipes de soutien. Cet inventaire devrait se fonder non seulement sur les expériences vécues, mais aussi sur les opérations prévues et des initiatives comme la CSFA.

x. Pour faire un choix rationnel parmi les différentes méthodes de PP possibles, la FA devrait établir une philosophie et une politique sur lesquelles elle pourra s'appuyer pour fixer son choix.

Recommandations

Il est recommandé :

h. de déterminer en priorité qui sont précisément les membres de la « Force aérienne », afin d'orienter les prochaines décisions liées à la politique.

i. que la FA continue de mettre sur pied un système d'instruction intégré des FC et que, dans l'intervalle, un système d'instruction intégré de la FA soit établi.

j. que la FA nomme, à court terme, un Bureau de première responsabilité (BPR) qui se chargera de coordonner toutes les activités d'instruction et d'éducation en matière de leadership. Toutefois, comme aucune organisation n'a le pouvoir, les ressources ou l'expertise nécessaires pour régler tous les problèmes liés au leadership de la FA, qu'un groupe de travail ou un comité soit formé pour coordonner la recherche, l'éducation et l'instruction liées aux leadership dans la FA. Aussi, à plus long terme, la FA devrait reformer le type de système d'éducation et d'instruction centralisé qui fonctionnait si bien auparavant.

k. de rétablir dans son intégrité le processus du SIIEFC (en particulier l'analyse (évaluation des besoins) et la validation complète) pour les cours de la FA, de manière à redonner une orientation stratégique, à éliminer les lacunes et les dédoublements dans le programme d'enseignement et d'assurer que les cours de la FA répondent aux besoins des utilisateurs opérationnels.

l. d'inviter des EM détenant la formation pertinente dans le domaine de la théorie du leadership et de l'expérience dans l'élaboration de programmes d'enseignement à participer aux comités de rédaction des NORQUAL et des PLANIN pour assurer la rigueur et la pertinence de l'II et E des dirigeants de la FA.

m. de faire appel à des EM possédant l'éducation et l'expérience pertinentes pour aider les écoles et les escadres à élaborer les plans de leçons principaux de leurs cours portant sur le leadership.

n. d'exploiter les possibilités d'enseignement du leadership aux membres de la FA dans tous les cours dispensés par la FA.

PART 1 – INTRODUCTION AND BACKGROUND TO THE STUDY

General

This report originated with observations from various sources that with the implementation of the Air Force Support Capability (AFSC),[1] Air Force (AF) support personnel would be required to assume new leadership roles, especially on expeditionary and deployed operations. Therefore, staff at A4 1 CAD wanted to know what new leadership skills support personnel would need to be effective in the execution of the AFSC based on widespread, but anecdotal, reports of inadequate leadership preparation for support personnel on expeditionary and deployed operations. In addition, Director Air Reserves expressed an interest on how these issues might relate to AF reservists.

There is also a more general interest in examining AF leadership in some quarters because *Officership 2020* and the *NCM Corps 2020* both assert that the CF (and by extension the AF) will need to develop new leadership competencies at all rank levels, as shown by these extracts: "Senior leadership (officers and NCMs) must anticipate changes in NCM roles and the officer/NCM relationships and manage them carefully. Timely adjustments to NCM PD [professional development] programs will be essential… NCM PD education and training must be recognized for its academic rigour and professional relevance."[2] The recently released profession of arms manual, *Duty with Honour*, underlines the necessity for all military professionals to "develop and apply specific skills from a theory-based body of knowledge."[3]

Strategic Vectors, in outlining the AF's transformation vision, states that transformation relies heavily on well educated personnel at all rank levels and that AF leaders need to be provided with a range of experience and PD over their careers to effectively accomplish their missions.[4] The Aerospace Capabilities Framework (ACF), described as the AF's "main strategic planning document," provides guidance from the CAS on various aspects of leadership in the AF. The ACF states that the Air Force Personnel Plan (AFPP) will complement Canadian Forces initiatives. Some of the aims of the AFPP are to develop an Air Force Leadership Model to complement initiatives undertaken by the CF Leadership Institute, and to develop an Air Force Professional Development Model consistent with

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[1] A list of abbreviations is at Annex N and definitions of terms can be found in the relevant CF publications.

[2] *Canadian Officership in the 21st Century (Officership 2020). Strategic Guidance for the Canadian Forces Officer Corps and the Officer Professional Development System*, http://www.cda-acd.forces.gc.ca/2020/engraph/officership/21st/doc/OFFICERSHIP2020_e.pdf, 10 and *The Canadian Forces Non-Commissioned Member in the 21st Century (NCM Corps 2020)* http://www.cda-acd.forces.gc.ca/2020/engraph/ncm/doc/NCM_2020_ShortVers_e.pdf, 6, 13.

[3] *Duty with Honour* http://www.cda-acd.forces.gc.ca/cfli/engraph/palm/doc/DutyWithHonour.pdf, 9.

[4] *Strategic Vectors* (draft dated 8 Mar 04), 27.

Officership 2020 and the *NCM Corps 2020* visions. These models are to complement CF-wide initiatives undertaken at the Canadian Defence Academy.[5]

Until fairly recently there has been little systematic study of air force leadership in Canada. Within the past year a number of organizations and individuals have identified a need for the systematic study of Canadian AF leadership to meet certain specific needs of the CF and the AF. Some of these organizations and individuals were represented at a meeting held in Ottawa on 23 Jul 03.The record of discussion of that meeting and a list of participants in the meeting are at Annex A. Those present at the meeting agreed that they would support this study as its findings could be of use to improving AF leadership training and education in areas beyond the initial scope of the study.

Scope

This report has been written primarily to provide A4 staff at1 CAD with information to support the development of the new leadership skills support personnel will need to successful implement the AFSC.

This increased focus on leader development by the AF will be supported by Defence Research and Development Canada - Toronto (DRDC), which plans to direct part of its leadership research program towards AF leadership. There will be a focus on leadership on AF deployments especially in terms of logistics, AF engineering, communications, and other support activities. The leadership of such multi-MOC teams may present new challenges for an AF that has tended to be organized along occupational stovepipes. Thus an emphasis in DRDC long-term research will be specifically on the challenges of leadership in multi-MOC AF support teams. Some of these operational support issues are now being addressed in the AFSC project at 1 CAD, and this project is in support of requirements generated by A4 1 CAD, the sponsor of AFSC. The project is also of interest to Director General Air Personnel (DG Air Pers), and Director Air Strategic Plans (D Air SP).

Approach

This report is part of the preliminary work for the DRDC research program described above. The author of this report (qualifications at Annex B) was contracted to:1) conduct a comprehensive review of all policy, doctrine and procedures concerning mandated leadership training and education within the AF; 2) visit relevant schools where AF leadership training and education is conducted to determine what is taught at these schools; and 3) determine the current approach to career and professional development within the AF, with a particular emphasis on the support occupations.

As part of this project the author has met with personnel at many schools where AF leadership is taught and HQs where AF leadership is a concern (a complete list is at Annex C). He has also reviewed the leadership-related parts of the curriculum (including Qualification Standards (QSs) and Training Plans (TPs)) for the following courses:

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[5] *Aerospace Capability Framework* (draft dated 6 Aug 03), i, 52.

Airfield Engineer, Command and Staff Course (CSC), Advanced Military Studies Course (NSSC), National Security Studies Course (NSSC), plus all relevant parts of those courses taught at the Air Command Professional Development and Training Centre (ACPDTC), CF School of Aerospace Technology and Engineering (CFSATE), CF School of Administration and Logistics (CFSAL), CF School of Communications and Electronics (CFSCE), and CF School of Aerospace Studies (CFSAS). He has also reviewed the NCM Air Environmental QSs, and course material for the Sergeant Seminar.

Overarching Issues

While beyond the scope of this study, some overarching issues impact on all aspects of AF leadership education and training. They are summarized below.

Identification of "Air Force" personnel. A key issue in all AF PD is how to identify those members of the CF who belong to the Air Force, and, therefore require training and education in AF leadership skills, techniques, and competencies. Air Force personnel have been identified variously as those members of the CF: 1) in hard air Military Occupation Codes (MOCs), 2) wearing light blue uniforms, 3) working in air force units irrespective of uniform colour or MOC.

The process of Managing Authority (MA) devolution, described as "splitting MOCs by shirt colour" (environment) not employment and characterized by some as the unraveling of unification, is one way of resolving this issue along the lines of number 2) above. The process is, however, controversial and has been put on hold by COS (Chief of Staff) Assistant Deputy Minister (Human Resources – Military) (ADM (HR Mil)). The Communications and Electronics Engineer (CELE) officer MOC is an example of some of the problems with MA devolution. It has been argued that CELE is a "purple" officer MOC (as was indicated by formerly grouping all CELE officers under one MOC -code 42) with jobs split approximately as follows: 13% land, 65% purple, 20% air. CELE has now been split into separate land (Signals) and air (CELE Air) MOCs. It is planned that the Environmental Chiefs of Staff (ECS), rather than CF Support Training Group (CFSTG), be responsible (starting in Jan 2005 if the hold on MA devolution is lifted) for CELE training by environment, with no common phases.

This issue of who is in the Air Force has apparently been resolved for NCMs. A table summarizing who is in the AF was approved on 9 Apr 03 by DG Air Pers and has been forwarded to Director General Military Human Resources Policy and Plans (DGMHRPP) for inclusion in the NCM General Specification (GS). The table took almost one year to be approved. It basically says all NCMs working in Air Command will get the Air Environmental Training applicable to their rank and experience, along the lines of number 3) above.

The two examples given above seem to suggest that different approaches for officers and NCMs are being taken for identifying who is in the AF.

Responsibility for Leadership in the AF. No one organization has the authority, resources, or expertise to effectively address all AF leadership issues. D Air PPD devises policies impacting on AF HR issues, including career models and course QSs, all of which have leadership components. D Air SP deals with force development issues and creates AF doctrine, both of which have leadership components. 1 CAD translates strategic direction concerning AF leadership doctrine and training into activities at the tactical level. The Canadian Defence Academy (CDA) and CF Leadership Institute (CFLI) have CF-wide responsibilities for certain aspects of leadership development and AF leadership practices must be compatible with CF practices. DRDC (Toronto) is developing a comprehensive basic and applied research program in military leadership and command, and AF leadership is an important part of this program. There is currently no AF Strategic human resource (HR) planning cell in any of D Air PPD, DG Air Pers, or D Air SP that might deal with AF leadership issues. Furthermore, to date, there has been no formal performance measurement framework development of any HR performance metrics, although performance measurement in general is one of the CAS's top 10 priorities. This issue may be addressed in 2004.

PART 2 - FINDINGS

The findings in this report are based on meetings with those listed in Annex C plus a review of relevant documents such as QSs, TPs, Defence Administrative Order Directives (DAODs) and other policy documents, plus feedback received on a draft of this report circulated in Dec 03.

Review of Policy, Doctrine and Procedures Concerning Mandated Leadership Training and Education within the AF

Policy and procedures concerning mandated AF leadership training and education are found in a number of documents not all of which are consistent in their direction. A key document is DAOD 5031-2 Individual Training and Education Management Framework which states in part that: "The CF Professional Development System [CFPDS] is a comprehensive, integrated and sequential development process that constitutes a continuous learning environment…The quality, quantity and resources of IT&E must be managed in a systematic, performance-oriented manner that makes optimum use of available resources to produce the required number of CF members with the appropriate qualifications at the right time to perform their assigned duties. The CFITES [CF Individual Training and Education System] is the management system that shall be used to manage IT&E [Individual Training and Education]. The CFITES is designed to optimize the quality and quantity of IT&E while minimizing the resources dedicated to IT&E programs." Yet management of the CFPDS is fragmented among many organizations as indicated in the table of responsibilities and the table of management details in DAOD 5031-2, which are complicated and confusing to many. This has resulted in the responsibilities for course funding, loading, development and delivery being split among a number of organizations. For example, the removal of leadership training and education from some MOC training is based on an interpretation by some of

DAOD 5031-0 - Learning and Professional Development that does not recognize leadership as part of MOC IT&E. One senior staff officer offered this comment that supports the finding here: "Rest assured that many of the issues you have identified such as incoherency and fragmentation is almost universally shared." Efforts are apparently under way with the Human Resource Transformation Steering Committee, struck under the authority of ADM (HR-Mil), to resolve these issues. However, the intractability and longstanding nature of these problems does not give much cause for optimism. Furthermore, confusion between the Force Generation and Force Employment functions in the CF has led to confusion in the CF training system.

Despite the requirement outlined in DAOD 5031-2 for effective management of CF IT&E, the lack of any coherent training and education system in the CF, or the AF, means that confusion exists as to what is required for the effective IT&E of AF personnel. The details of these problems as they apply to AF leadership education and training follows.

Systemic Issues

Lack of a Coherent Training and Education System. Many of the problems with AF leadership are caused by systemic problems in the CF and AF training systems - or rather the lack of both an integrated CF training system and an integrated AF training system. The key issues are summarized in a Briefing Note prepared in 2002 by LCol MacFarlane, then Commandant of CFSAS (attached as Annex D). This note and similar primary source references have been used for this paper because the CF has no comprehensive or easily accessible account of how its training and education system has evolved over the past 15 years. All indications are, however, that this evolution has been ad hoc, spontaneous, and not based on any comprehensive plan. With the closing of CFRETS and the creation of the CDA and CFSTG, the ECS are taking on responsibility as MAs for more MOCs and their training under the process of MA devolution, as previously noted. Yet, a number of people interviewed indicated that some jobs have been arbitrarily designated land or air, and that the new classification system does not take into account the large number of jobs that are really "purple" and not unique to one environment, as illustrated by the CELE example above. The confused state of the CF training and education system is exacerbated by the state of the AF training management system.

The current AF training management system is similar to the pre-1939 situation where a small number of staff officers in different headquarters are attempting to cope with a large, dynamic, and complex training system. The result has been a lack of strategic direction, gaps, overlap and duplication in courses, and perhaps most importantly no assurance that AF courses are meeting the needs of operational users. For example, A1 Air Technical Training in 1 CAD has responsibility for over 600 courses. Yet he has a small staff that cannot conduct all the evaluation, validation and high level standardization functions required to manage these courses effectively. Therefore, many changes to AF courses are made in a bottom up, unco-ordinated manner, as shown by the following example. When urgently required changes to the Basic Air Navigator Course

were identified informally, they were only implemented when CF School of Air Navigation (CFANS) staff visited operational units, essentially validated the Course themselves, and then made the necessary changes to the Course. This process has become a fairly common practice among school staffs in an effort to keep their courses relevant to operational requirements; however, the lack of centralized control over theses activities has led to many inefficiencies in course design and delivery.

Moreover, due to the lack of centralized control critical subjects, like leadership, are sometimes being dropped from some MOC's training courses while they remain part of other courses. Courses jointly managed by CFSTG and the AF provide the clearest example of this problem. The perceptions on this issue vary widely among the various organizations and are briefly summarized here. The existence of these diverse perceptions on this key issue should be cause for concern.

At CFSCE and CFSAL, schools were training is managed by both CFSTG and the AF, many staff feel that CFSTG has removed leadership, as a subject, from their curricula because of CFSTG's emphasis on individual training is focused towards only producing "technically competent individuals" without regard for the other requirements of a military professional as described in *Duty with Honour*. CFSTG feels strongly that it has not removed leadership from curricula. Its position is that it is carefully scrutinizing QSs and other documents to ensure that only mandated training as found in Occupation Specialty Specifications (OSS) is included in training, and if leadership is not in the OSS, then it will not appear in the QS. Given the need to control costs CFSTG believes that it is imperative to limit training to what is required vs what might be nice to have. Various AF staffs are sometimes caught in the middle between schools that believe more leadership training is required, based on the experience of instructors recently posted in from operational jobs, and the interpretation of policies designed to ensure the efficiency and effectiveness of the IT&E system.

A good example of how leadership education and training can "fall between the cracks" is the air logistics officer branch. Under the current system, these officers are guaranteed to receive leadership training only on their Basic Officer Training Course (BOTC), since almost none is provided at CFSAL and a significant number of air logistics officers do not attend the officer PD courses at CFSAS, the only place where leadership is formally taught before Developmental Period (DP) 3. This issue directly impacts on the AFSC as logistics branch officers arguably will provide a key leadership element in the AFSC.

Not Using the Existing System. It is perhaps ironic that, much as it did following the downsizing following the First and Second World Wars, the Canadian Air Force finds itself without a coherent training management system as the result of the significant downsizing in the 1990s. When cuts are made, training systems management is often seen as an unessential activity – until its impact on operations and the long term health of the force is felt. During Second World War the RCAF created one of the best training systems in the world under the British Commonwealth Air Training Plan that was

managed by regional Training Commands.[6] The principles and lessons learned in that effort were *applied to training structures during the Cold War. However, in the 1990s* cutbacks led to the dismantling of organizations like 14 Training Group (the successor of RCAF Training Command) that had the resources and mandate to oversee all aspects of AF training. With this latest in a historical pattern of dismantling training management organizations, AF training efforts have become fragmented and incoherent. Essential parts of CFITES process have been neglected for years, and consequently much planning for current training is done on an ad hoc basis with little data to inform course development decisions. In the CFITES course development cycle (analysis, design, develop, conduct, evaluate, and validate) staffs reported that the stage most often neglected is analysis, especially Needs Assessment. Validation is also rarely done to the standard required. Without these key stages in the cycle, there is no guarantee that courses are meeting operational requirements or that they are even required for that matter.

The comment heard repeatedly from the schools is that no one had done (or at least circulated) a formal analysis or Needs Assessment when proposing changes to courses. The CFITES says that a Needs Assessment should document the "significant difference between current and desired performance." Without a formal Needs Assessment, most schools find it difficult to understand how QS Writing Boards can produce meaningful documents. This comment was provided by one staff officer: "The above comment is probably the key one from my perspective. The idea of doing a Needs Assessment of the skills and knowledge needed for each DP level is a good one. (Frankly I have a hard time believing we have not done this. It is the first step in solving the performance issue). The old maxim 'any road will take you there if you do not know where you are going' comes to mind." The diversity of approaches to teaching leadership in the AF, caused partially by the lack of proper Needs Assessments, is shown by the summary of leadership training and education requirements from a selection of QSs at Annex E.

Problems with in the Current IT&E Process. While it is true that the leadership education and training situation would be improved if the CFITES was used as it was intended to be used, the CFITES and related training and education policies have some inherent problems, which are described next.

OSS define the tasks, skills, and knowledge that individuals require in MOCs. With the exception of the core documents, the OGS and the NCMGS, which describe the general tasks performed by CF members and the knowledge and skills needed to perform them, all OSS are related to specific jobs. They are meant to prescribe the tasks that comprise bona fide jobs in the CF and form the basis for the development QSs.

The QS captures the performances expected of a graduate of the training. QSs are written based on OSS and are used as the primary authority governing the design, development, conduct and evaluation of training and education courses and are also used in conjunction

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[6] See Allan D. English, *The Cream of the Crop: Canadian Aircrew 1939-1945* (McGill-Queen's University Press, 1996), Chapter 3 Lessons Learn, Lessons Forgotten: Aircrew Training 1914-45 for details.

with the general and environmental specifications for the purpose of developing course Training Plans.[7] QSs describe in operational performance terms, the required outcome of IT&E. QSs are written by QS Writing Boards which are supposed to be composed of a group of qualified personnel including subject matter and training development experts, assembled under authority of the designated MA for the purpose of producing a QS. A QS audit section is embedded within CFTDC to assist QS Writing Boards and HQs in ensuring the quality of QSs. All Air QSs are centralized and controlled by one agency which is D Air PPD. Specific leadership requirements for AF educational and training activities are supposed to be found in QSs; however, the fact that virtually every QS examined as a part of this study was in draft or provisional form makes it very difficult to know for certain precisely what is required.

One problem with the current CF IT&E system is that, as described in *Officership 2020*, it is no longer possible to enumerate all the tasks that leaders will need to do in the future. Therefore, many believe that the CF need to move to a competency-based model where the CF train and educate their leaders to have the competencies to deal with the unpredictable tasks that they will encounter in the challenging and ambiguous environment of the future. This issue has been raised by A4 staff at 1 CAD regarding the AFSC.

Some of the problems with AF leadership training and education can be attributed to the state of the QSs. Quality varies greatly among the QSs, and this has had an adverse effect on the TPs. Many of those interviewed told me that a number of QSs were "suspect" because the expertise to write QSs properly has been almost lost. Staff observed that even among Training Development Officers (TDOs) there is a lack of consistency in approach to writing QSs. My own review of the QSs confirms these views. Additionally, the lack of relevance of the tasks described in the QS with respect to actual operations and the ways of assessing performance on courses meant that the QS was of little help to school staffs in defining realistic leadership requirements for instructional purposes.

For example, the latest version of the AFOBC QS, PO [Performance Objective] 201 - Lead Subordinates is inconsistent in terms of what is required for assessment, outlined in chapter 3, and the performance and education objective details for a Training Plan Writing Board, outlined in chapter 4 (see Annex F for excerpts from the QS). The assessment standards are based on 1) the officer's ability to provide and verbally communicate logical and ethical solutions to leadership problems in a problem based learning scenario; 2) the officer's ability to research and provide accurate written solutions to leadership problems; and 3) the officer's ability to lead subordinates in group activities. Whereas the details provided to write lesson plans in chapter 4 only refer to actually leading a group of subordinates based on a mission, as well as developing these subordinates, seeing to their individual training and education requirements, ensuring their well-being, and maintaining good order and discipline among them. Notwithstanding the fact that the assessment standards and the details for lesson plans are not entirely compatible, given the fact that the AFOBC is comprised of a course of officers who are peers, it is difficult to imagine how the students could be prepared to

[7] Some organizations now use the term Learning Plans instead of Training Plan.

accomplish the performance objectives listed in chapter 4 based on leading subordinates. Furthermore, the list of 38 diverse references for this PO make it hard to see how any focused or coherent course could be constructed for this PO. This type of approach to leadership IT&E is common in other QSs across the CF.

One school standards officer asked to comment on a draft of this report provided this comment on the leadership PO described above:

> I would argue that the Leadership PO in the AFOBC [Air Force Officers Basic Course] could be used in any Officer QS regardless of the developmental period (It is broad, unfocused, and very difficult to design training for). It *should* have been written to reflect the leadership knowledge and skills required of junior officers for the DP 2 level…It is my belief that given the nature of tasks the junior officers are often required to perform, and the leadership environment that is typical to them, that we fall short in providing some critical aspects that can assist them in task/team management and mission completion.
>
> Clear Performance Objectives that are aimed at the target population and are not simply generic leadership objectives that fail to consider the environment and circumstances under which the performance is based [are required]. Using the SMART principle, these objectives should be Specific, Measurable, Accomplishment based, Realistic and Time sensitive (have an end state). The present guidance in terms of POs lack the ability to meet these requirements, making it very hard for training establishments to teach them, let alone assess them.

The AF is in the process of creating a new officers DP 1 course, and yet the problems described above continue to impact adversely on course design. The aim of this new course will be to: "prepare Air Force Junior Officers to integrate into the Air Force environment and instill in them a sense of pride in being a member of the AF community." One of the standards of this PO will be that: "The officer shall demonstrate and foster commitment to the Air Force, instill pride, and reinforce Air Force core values by communicating the accomplishments of significant individuals during the First World War, the interwar period, the Second World War and the Korean War."

There is, however, no clear link between the first part of the standard "demonstrate and foster commitment to the Air Force, instill pride, and reinforce Air Force core values" and the second part "by communicating the accomplishments of significant individuals during the First World War, the interwar period, the Second World War and the Korean War." Merely describing "accomplishments" does not necessarily achieve the aim of the PO. Also, it is unclear how, except in the most subjective ways, one could do a performance check on fostering commitment to the Air Force, instilling pride, and reinforcing Air Force core values in the manner described. One senior officer provided this comment: "The fundamental problem with this PO is that it attempts to measure affective performance (demonstrate, foster, instill) by way of cognitive indicators (communicating [i.e., knowledge/understanding]). One presumes that it is suggesting

that the individual is fostering and instilling pride in him/herself, but this is not clear." More specific aims, like describing effective and ineffective air force leadership styles, describing the origins and evolution of key air force values, or describing how air force leaders instilled pride in their subordinates, would be a more appropriate way to achieve the aims of the course and also provide performance that could be measured or evaluated in an objective way.

Another type of problem that is evident in course design related to leadership is illustrated by the new draft PO 304 for the AFOAC (Air Force Officers Advanced Course). (See Annex G for the entire PO.) First of all it is unclear what is meant by a "self managed team" in the context of DP 2 and early DP 3 leadership. How, for example, does the management described here relate to leadership and command requirements in the field? Was a needs assessment done to establish the precise objectives to be accomplished? Furthermore, the standard in sub para e refers to assuming "leadership roles when appropriate and/or as directed including," but the link between these leadership roles and management is not explained. Nothing in the references actually describes in detail how to work effectively in teams or how to achieve the standard in other ways. Yet the leadership literature actually contains a great deal of information on how to work effectively in teams, such as establishing effective communication, commitment, group cohesion, consensus, etc. Finally, there is nothing in the references on the most common pitfall that teams fall into, Groupthink, on which several books have been written.

From the perspective of leadership training and education, it is clear from these examples and a review of the documentation that Subject Matter Experts (SMEs) with appropriate education and experience in the field of leadership theory are required as members of QS and TP writing boards. The composition of QS and TP writing boards at present provides a great deal of representation to those with practical leadership experience. However, if the QSs and TPs are to be designed to teach members of the CF to think critically and receive education in leadership theory, as required by DAOD 5031-2 and the strategic level documents cited above, experts with the appropriate education in leadership theory and experience in curriculum design should be part of QS and TP writing boards. If a small group of recognized SMEs were identified, possibly based on the CFLI, some uniformity and consistency in AF leadership training and education could be achieved.

One senior officer offered this view on this issue: "there need to be real SMEs if QSs and TPs are to be developed properly. This is relatively easy for relatively mechanical tasks, but as we have concluded is less the case for education, and in this example leadership. Not only does the latter call for higher order thinking, but it also straddles both the cognitive and affective domains of the leader and those being led. To teach leading effectively we have to have experts who understand the theory and have experience (and hopefully success) with the application of the theory." In summary, QSs and TPs need a wider range of SMEs to deal in a comprehensive way with those skills, like leadership, that have a theoretical as well as an experiential component.

References. The problems described above are exacerbated by the state of references used in many AF schools. In reviewing the training documents and the contents of school libraries, it is clear that there is a need for a standard group of references for leadership training and education in the AF. While references found in current QSs are diverse, the most common reference is the old CFP 131 (1) "Leadership" series published in the 1970s. The new CF leadership manual is projected to be available by Spring 2004, and the publication of this manual will provide an up-to-date, standard reference for all CF leadership education and training. However, the AF will need to invest some effort in producing its own leadership manual based on environmental needs. This should be done in conjunction with the development of an Air Force Leadership Model as described in the AF Strategic Personnel Plan. Both of these activities could be done in collaboration with CFLI.

Teaching Leadership. The CF approach to teaching leadership reflects the state of its training management system. At some institutions, like the Canadian Forces College (CFC) and the Royal Military College of Canada (RMC), relatively coherent leadership packages have been developed that reflect what is taught in undergraduate and graduate programs in the civilian sphere. A variety of leadership theories and models are examined, discussed in detail, and related to actual practice in specific professions, like the profession of arms.[8]

Most CF and AF courses, see Annex H for an example, use leadership as a catch all where everything from media relations to public speaking to service writing to ethics to management are grouped under the heading of leadership. Furthermore, there is no clear delineation between what constitutes command and what constitutes leadership in AF courses. If the CF and the AF are to reach the standards mandated by *Officership 2020* and the *NCM Corps 2020* visions, leadership education and training should focus the study of leadership into one coherent package based on "academic rigour and professional relevance."[9]

The qualifications of those who teach AF personnel leadership vary greatly from those with high school diplomas to those with postgraduate degrees. In order to ensure that references are interpreted correctly and that leadership is taught uniformly throughout the training and education system, qualified SMEs, with appropriate education and experience, should be used to assist schools and wings to develop master lesson plans.

This approach would also allow schools to exploit the many opportunities to teach AF leadership in all AF courses. For example, recent revisions to the Basic Air Navigation Course emphasize crew co-ordination and supervision. These practical requirements could be taught more effectively if complemented by theoretical knowledge in group

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[8] See for example Command and Staff Course Programme – Syllabus CSC 30, http://www.cfc.forces.gc.ca/DP3/CSC_Syllabus/cfc300_e.pdf and OPME Course Manual for PSE 402-Leadership and Ethics.

[9] *The Canadian Forces Non-Commissioned Member in the 21st Century (NCM Corps 2020)* http://www.cda-acd.forces.gc.ca/2020/engraph/ncm/doc/NCM_2020_ShortVers_e.pdf, 13.

dynamics and leadership. Furthermore, on courses at all levels, but especially those like the BAEQ with historical content, the analysis of selected historical examples of AF leadership would not only facilitate the socialization of AF personnel, but also give them examples of AF leadership at various stages in their careers.

The current state of affairs, as described above, has demoralized many staff at AF schools. Despite the dedication and motivation of staff at these schools, there is a sense among many of them that there is a lack of direction in AF training. Without significant change, staff are not confident that they can deliver a "meaningful, consistent, and reliable product." Until the AF re-establishes the processes and systems required to effectively manage its training, the prospects for improvement to training systems management are bleak.

It is important to note that individual staff officers and instructors involved in AF training and education are, almost without exception, dedicated and motivated in the performance of their jobs. However, without an integrated system to give coherent and consistent guidance to individuals involved in training plus the resources to carry out all mandated CFITES processes, the delivery of AF training will remain fragmented, unco-ordinated and potentially wasteful of resources.

Current and Future Air Force Leadership Education and Training

General. While much can be achieved in leadership training and education at CF common schools, there will be a need for a component of AF leadership to be taught in all DPs, for both officers and NCMs. This raises a number of issues such as who will provide leadership training to "purple" MOCs, e.g., logistics; however, the following summary of the state of AF leadership training and education is based on the situation as it applies to the majority of AF personnel. Note that many of the NCM courses mentioned here are in a state of flux and will be changing over the next few years. The latest information on these courses is at Annexes I and J.

NCMs. For NCMs leadership training has been organized in a stream separate from occupational (MOC) training in both CF common leadership courses and Air Environmental courses. The CF common leadership courses are the: Primary Leadership Qualification (PLQ), Intermediate Leadership Qualification (ILQ), Advanced Leadership Qualification (ALQ), CWO Qualifying Course (CQC), and the Senior Appointments Qualification (SAQ). The PLQ is run by the ECS, which means that there are differences among the schools in material taught, e.g., examples for case studies. This problem of differences should not exist for the ILQ, ALQ, CQC, and SAQ because these courses will be given at central locations or delivered by distance learning (DL) from a central agency.

For NCMs, the first formal exposure to leadership training and education occurs at the junior NCM (Cpl/MCpl) level with the PLQ as there is very little leadership training given on the Basic Military Qualification (BMQ) course. Most AF NCMs take their PLQ training at the ACPDTC, Borden.

In addition to these common NCM IT&E courses, the AF has created unique NCM Air Environmental courses based on OSS. They are the: Basic Air Environmental Qualification (BAEQ), Primary Air Environmental Qualification (PAEQ),[10] Intermediate Air Environmental Qualification (IAEQ), and Advanced Air Environmental Qualification (AAEQ). These courses should be given to all NCMs in Air Command at the appropriate rank level. The leadership portion of these courses reflects AF requirements not met by CF common courses. However, there is a very limited amount of leadership material on the BAEQ, PAEQ, IAEQ, and AAEQ courses. What does appear under the title of leadership on these courses is largely personnel administration and ethics (see Annex E).

The current intermediate NCM Air Environmental qualification (the Sergeant's Seminar) is now primarily a wing responsibility, although the ACPDTC provides some support in terms of references and other materials to this activity. The new intermediate NCM Air Environmental qualification, the IAEQ, is meant to be given to all Sgts/POs in Air Command starting in Sep 06. It will continue to be delivered at the wing level. The practice of delivering the intermediate NCM Air Environmental qualification at the wing level has led to a variable product that is modified according to the interest and resources available at each wing to deliver this program. Nevertheless, it should be noted that the fragmentation of this level of AF leadership training and education serves some purposes. By having aspects of leadership training and education left to the wings, it allows them to deal with leadership differences in the various AF communities. For example, some aspects of leadership in tactical aviation (in the field with the Army), maritime aviation (on board ship with the navy), fighters and transport (when on air bases or deployed), and staff jobs (working with contractors and other civilians) are very different.

Starting in Apr 06 the advanced NCM Air Environmental qualification, the AAEQ, is planned to be given to all WOs and PO1s working in Air Command and to precede the ALQ. This course is planned to be delivered entirely by DL.

NCM Air Environmental courses is one area of AF leadership training and education that shows some coherence as all NCMs working in Air Command should receive these courses at the appropriate rank level. See Annex I for a chart depicting planned NCM PD and Annex J for details of future NCM PD Plans. However, as with senior officer PD (see below), there are large backlogs to receive the PLQ. Until this problem is resolved there will continue to be a significant gap between mandated and actual junior NCM leadership training and education.

Junior Officers. Most junior officer DP 1 leadership training and education takes place at various schools and is diverse and fragmented. The officer leadership training given at BOTC is supplemented to varying degrees by DP 1 MOC courses. The environmental part of AF junior officer leadership training and education is theoretically controlled by 1

[10] The environmental qualification for the PLQ is currently the Junior Leaders Air Environmental Qualification (to be replaced by the PAEQ in Sep 05), which is given partly by distance learning (DL) and partly in a residential phase by ACPDTC.

CAD/CAS; however, schools have a great deal of latitude in what they teach. Almost all QSs and TPs examined for this study were in flux or in draft form, and the selection of references and course material is left almost entirely to the discretion of the various schools. It should be noted that graduates of RMC will have as a minimum two one-half term undergraduate courses related to leadership (see Annex E).

Most AF junior officer DP 2 and early DP 3 leadership training and education takes place at CFSAS on the Air Force Officers Basic Course and the Air Force Officers Advanced Course.[11] With these two courses, officer DP 2 and early DP 3 PD is another part of AF leadership education and training that shows some coherence. The current leadership content for the AFOBC given at CFSAS is a good example of what a motivated and dedicated staff can produce in terms of a leadership package. However, the diverse subjects grouped under the topic of leadership (everything from group dynamics to ethics to public speaking to conducting meetings) make it difficult to devise a coherent and focused package. Part of the problem can be found in the Officer Air Environmental Specification which groups a variety of topics under "leadership" including flight safety, time management, history and heritage, and managing change. On the other hand, under "command" one only finds applying principles of war, conduct of orders group/mission briefing, and military ethics (see Annex H). A logical and coherent organization of topics related to leadership and command and based on the theories of leadership and command, soon to be articulated in the CF Leadership Manual, would greatly improve the effectiveness of leadership training and education in the AF.

Senior Officers. Most senior officer (DP 3 and 4) leadership education and training takes place at CFC (on the CSC, AMSC, and NSSC). The officers who take CSC, AMSC, or NSSC receive relatively comprehensive packages on leadership (and command) that are good examples of what is required to provide senior officers with the education necessary to think critically about leadership issues. The biggest problem with DP 3 and 4 Professional Military Education (PME) is that not all of those officers who require these courses are actually are able to take them. The latest figures available show that only 13% of Maj/LCdrs and 62% of LCol/Cdrs receive the OGS-mandated PME they require.[12] Some initiatives are under way to address this issue, but until it is resolved there will continue to be a significant gap between mandated and actual senior officer PME, including that related to leadership training and education.

Getting Coherence. The problems caused by a lack of coherence in AF leadership education and training, causing gaps and duplication in the material taught to AF personnel, could be addressed by creating an AF leadership master learning plan. This plan could detail how leadership specific to the air environment should be taught at what rank levels and could provide coherent and consistent guidance for AF leadership education and training. Such a plan should include a progressive approach to changing leadership demands at increasing rank levels, and also include references and advice on how to carry out the training and education at each level. With such a plan, QS Writing Boards would have a way of co-ordinating their activities so as to minimize gaps and

[11] The AFOAC is essentially a senior DP 2 course, but has some DP 3 content.
[12] "Report of the DP 3 Delivery Options Study Group," 20 Jun 2001, 6.

duplication in the material covered among courses, and schools could use the master plan in writing their TPs.

Implications for Approaches to the Composition and Leadership of Support Teams in Future Air Force Deployments

The CDS has clearly articulated the need for future CF operations to be expeditionary, and yet the precise model that will be employed for expeditionary operations, for example "baseline" or "robust," has not yet been identified. The proceedings of the 2003 CFC Air Symposium on Expeditionary Air Forces[13] begins an examination of the many issues surrounding a Canadian AF expeditionary capability. There are lessons that the AF might be able to take from its history and recent experience on how to conduct expeditionary operations as many Canadian AF operations have taken place overseas. However, the cancellation of the post-Second World War volume of the RCAF's official history and the lack of a systematic publication of lessons learned on recent AF operations means that we have very little knowledge about AF expeditionary operations in general, let alone the specifics of the composition and leadership of support teams that could help inform plans for future deployments.[14]

One of the few public documents that addresses these issues is the Defence Ethics in Operations Report on Lessons from Task Force Aviano (TFA) by CRS. It identified a number of issues related to the composition and leadership of support teams on deployed operations that are just now being addressed by the AF with initiatives like the AFSC. The CRS report concluded that support for TFA was "a highly disorganized effort," and that logistics and technical support lacked the "depth of expertise to mount such ops in the future…as trade restructuring evolves and old trade experienced personnel retire." The report added that too much of a "can do" attitude to overcome deficiencies led to unacceptable risks. A key issue in the report was that the groundcrew teams working in TFA lacked the cohesion and efficiency generated by people who have trained and worked together because of the ad hoc creation of TFA.[15]

Based on these findings and anecdotal evidence, some initiatives have been started to identify the perceived need for greater leadership training and education among AF support personnel on expeditionary operations.[16] Nevertheless, before the implications for approaches to the composition and leadership of support teams in future air force deployments can be effectively addressed, the AF needs to identify and inventory the various types of leadership challenges and skills that are required of all AF personnel working in various situations, e.g. aircrew by community, groundcrew by MOC, and leadership while deployed versus while at home bases. This would provide a baseline for

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[13] Allan D. English, ed., *Canadian Expeditionary Air Forces* (Bison Paper 5, Centre for Defence an Security Studies, Univ. of Manitoba, Feb 2004).

[14] A syndicate presentation at the 2004 Air Symposium highlighted the lack of systematic analysis of AF operations.

[15] CRS, Ethics and Operations Project, Project Report dated 9 March 2000, http://www.dnd.ca/ethics/pages/kdocs_e.htm, 14-15.

[16] See Allan English, "Air Force Support Capability Report #3" dated 15 Oct 02 for a summary of some of the issues.

work on an AF Leadership Manual and an AF Leadership Model, plus a context for the leadership of support teams. This inventory should be based not just on past experience, but also on projected future operations and such initiatives as the AFSC.

Professional Development Models

There are many different possible ways of conceptualizing AF Professional Development. Canadian Forces Professional Development (CFPD) is a development process consisting of training, education, self-development and work experience that is designed to prepare CF members for the demands of a progressive career and to meet the applicable performance requirements identified in appropriate MOS specifications, according to DAOD 5031-8. At its core is a framework of policies, directives, guidelines and qualifications that unfortunately are quite complex and incomplete.

Before the AF endorses a particular PD model, it would be useful to have clearly enunciated principles against which to test various models. *Officership 2020* and *NCM Corps 2020* provide some general principles for professional development, but these need to be expanded upon and elaborated before they can be directly applied to an AF PD model.

The current AF officer PD model (see Annex K) was last formally revised in 1994; it is currently quite dated as many of the courses mentioned in it no longer exist. The proposed AF Officer Professional Education, Training and Employment (PETE) Career model (see Annex L) emphasizes personal choice in PD, which is consistent with the new Director Military Careers (D Mil C) paradigm – "career management from your desktop." D Air PPD is currently exploring the concept of individual learning plans (ILPs) and unit learning plans (ULPs). The ILP concept is that "Air Force personnel will be provided the tools, time, support, process and framework to build a time line career map (ILP) to include learning/training opportunities, employment/deployment realities (AF Mission) in their quest for an improved Quality of Life (QOL)." Collectively, the ILPs become the framework for the ULP providing a tool at the tactical level to help Wing Commanders and COs balance the mandated demands of PD and operational tempo. Annex M isolates the AF officer PME from the overall AF officer PD model and illustrates it by DP. This proposed AF officer P model is essentially a decentralized model where individuals have a great deal of input into their PD.

It is worth noting that the US Air Force (USAF) has just completed a major revision of its officer PD policies and selected a centrally controlled, rather than a decentralized, officer PD model. This model emphasizes separate PD paths based on career potential, but it appears to be closely controlled by central staff that determines what PME is in the best interest of the USAF for each individual.[17] At a Jan 04 CDA presentation to Armed Forces Council, a centrally controlled officer PD model based on the USAF model was

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[17] John Simpson, "Total Force Development," in "Chief's Sight Picture" (6 November 2002) http://www.af.mil/lib/sight/Total_Force_Development.pdf.

approved in principle by AFC.[18] To make a rational choice among possible officer PD approaches, the AF should establish a philosophical and policy basis for making this choice based on current CF policy.

The new NCM PD model (at Annex I) is based on a centrally controlled system where personnel are selected for courses based on rank and merit.

As far as the support occupations are concerned, the biggest problem with PD, especially leadership, is the fragmentation of PD among various organizations, as described above. Without a centralized and coherent approach to PD, there is little hope of having a co-ordinated, AF-wide approach to teaching leadership. The example given of leadership being removed from some individual training courses at the same time as the AF has recognized a greater need for leadership capabilities among support personnel on deployed operations is symptomatic of this problem. And the specific example of the gaps in air logistics branch leadership education and training emphasizes the consequences of fragmented PD responsibilities.

Even if a coherent PD system is established, the reality of high ops tempo and lack of resources will still make it difficult for AF personnel to achieve all the training, educational, experiential, and self-development activities that are required of them. Therefore, any new model will have to take the ops tempo issue into account, or like the present model, it will become very difficult to manage.

PART 4 – CONCLUDING MATERIAL

The conclusions and recommendations for this report have been grouped into what I have categorized as systemic and immediate issues. Systemic issues are those that will likely take a relatively long time to solve because of the involvement of a number of organizations. Immediate issues could be addressed relatively quickly within the AF, and with a minimal allocation of resources leverage significant savings and increase the effectiveness of AF leadership education and training.

Conclusions

Systemic Issues. Based on the findings above, it is concluded that:

e. The issue of the identification of precisely who are "Air Force" personnel needs to be resolved as this decision will impact on all AF PD. Different approaches appear to have been taken towards identifying who is in the AF for officers and NCMs. The role of reservists also needs to be studied in this context.

f. Most of the problems with AF leadership are caused by both the lack of an integrated CF training system and an integrated AF training system.

Immediate Issues. Based on the findings above, it is concluded that:

[18] Conversation Col Wakelam, DPD CDA, and the author.

y. No one organization has the authority, resources, or expertise to effectively address all AF leadership issues; therefore, to deliver effective AF leadership education and training leadership issues must be co-ordinated among key stakeholders.

z. The fragmentation of responsibility for AF leadership IT&E has resulted in a lack of strategic direction, gaps and overlaps in courses, and perhaps most importantly no assurance that AF courses are meeting the needs of operational users.

aa. Most of the AF IT&E leadership packages are unfocussed and deal with too many unrelated subjects. A logical and coherent organization of topics related to leadership and command would improve the effectiveness of leadership training and education in the AF.

bb. The problems caused by a lack of coherence and focus in AF leadership education and training could be addressed by creating an AF leadership master learning plan. This plan could detail how leadership specific to the air environment should be taught at what rank levels and could provide coherent and consistent guidance for AF leadership education and training. With such a plan, QS Writing Boards would have a way of co-ordinating their activities so as to minimize gaps and duplication in the material covered among courses, and schools could use the master plan in writing their TPs.

cc. Essential parts of CFITES process (especially analysis (Needs Assessment) and comprehensive validation) have been neglected for years, and consequently much planning for current training is done on an ad hoc basis with little data to inform course development decisions.

dd. Recent AF QSs vary greatly in quality for the reasons given above.

ee. If the QSs and TPs are to be designed with academic rigour and professional relevance to teach members of the CF to think critically about leadership, SMEs with appropriate education in the field of leadership theory and experience in curriculum design are required as members of QS and TP writing boards.

ff. SMEs, with appropriate education and experience, should be used to assist schools and wings develop master lesson plans in leadership subjects.

gg. There are many opportunities to teach AF leadership in all AF courses that have yet to be exploited.

hh. Before the implications for approaches to the composition and leadership of support teams in future air force deployments can be effectively addressed, the AF needs to identify and inventory the various types of leadership challenges and skills that are required of AF personnel working in various situations, based not

just on past experience, but also on projected future operations and such initiatives as the AFSC.

ii. A rigorous inventory of the leadership needs of AF personnel at all levels is required to provide a baseline for work on an AF Leadership Manual and an AF Leadership Model, as well as a context for the leadership of support teams. This inventory should be based not just on past experience, but also on projected future operations and such initiatives as the AFSC.

jj. To make a rational choice among possible PD approaches, the AF should establish a philosophical and policy basis for making this choice.

Recommendations

It is recommended that:

o. The issue of the identification of precisely who are "Air Force" personnel be resolved as a priority to guide further policy decisions.

p. The AF continue to work to establish an integrated CF training system. In the interim, an integrated AF training system be established

q. In the short term, the AF appoint an OPI to co-ordinate all leadership related training and education activities. However, since no one organization has the authority, resources, or expertise to effectively address all AF leadership issues, a working group or committee be formed to co-ordinate AF leadership research, education and training. In the longer term, the AF should re-create the type of centralized education and training system that worked so well in the past.

r. The complete CFITES process (especially analysis (Needs Assessment) and comprehensive validation) be re-instituted for AF courses to re-assert strategic direction, to eliminate gaps and overlap in courses, and to ensure that AF courses are meeting the needs of operational users.

s. SMEs with appropriate education and experience in the field of leadership theory and experience in curriculum design be included as members of QS and TP writing boards to ensure that academic rigour and professional relevance are achieved in AF leadership IT&E..

t. SMEs, with appropriate education and experience, be used to assist schools and wings develop master lesson plans in leadership subjects.

u. Opportunities be exploited to teach AF leadership in all AF courses.

v. A research project be undertaken to inventory the leadership needs of AF personnel at all levels to provide a baseline for work on an AF Leadership Manual

and an AF Leadership Model, and to provide a context for the leadership of support teams.

w. The AF collaborate with the CFLI to produce an AF Leadership Manual and AF Leadership Model to form the basis of all AF leadership training and education.

x. The AF establish a philosophical and policy basis for making choices among different professional development models.

List of Annexes

Annex A - Notes of a Meeting of Stakeholders to Discuss Air Force Leadership Held 23 Jul 03, Ottawa ON

Annex B- Qualifications and Experience of Author Related to Air Force Training and Education

Annex C- List of Persons Consulted for this Report

Annex D- Briefing Note Air Force Professional Development System

Annex E- A Summary of Subjects Directly Related to Leadership in AF Training and Education from Selected QSs and TPs

Annex F- Sample Leadership PO – AFOBC PO 201 - Lead Subordinates

Annex G- Sample Leadership PO AFOAC PO 304 - Complete tasks as a member of a self managed team

Annex H- Officer Air Environmental Specification Train / No Train Decisions

Annex I - New NCM PD Model

Annex J- Summary of Future AF Environmental NCM PD Plans

Annex K- Air Force Officer Professional Education and Training Model -1994

Annex L- AF Officer Professional Education, Training & Employment (PETE) Career Model

Annex M- AF officer Mandatory Professional Military Education Path

Annex N- Abbreviations used in this Report

ANNEX A TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

NOTES OF A MEETING OF STAKEHOLDERS TO DISCUSS AIR FORCE LEADERSHIP HELD 23 JUL 03, OTTAWA ON

By Allan English
kmg1@sympatico.ca

11 Aug 03

General. Representatives of some organizations with an interest in Air Force (AF) leadership met in Ottawa on 23 Jul 03 (see Annex A for a list of participants). The aim of the meeting was to identify stakeholders, their needs, and ways of addressing those needs. These notes are a summary of the main issues discussed at that meeting.

Those present agreed that until fairly recently there has been little interest in the systematic study of Air Force leadership in Canada. Within the past year a number of organizations and individuals have identified a need for the systematic study of Canadian AF leadership to meet certain specific needs of the CF and the AF. The agenda (at Annex B) was designed to serve as a guide for the first step in bringing together those with an interest in AF leadership so that future activities might be co-ordinated.

Identification of "Air Force" personnel. A key issue that arose early in the meeting was how to identify those members of the CF who belong to the Air Force, and, therefore require training and education in AF leadership skills, techniques, and competencies. Air Force personnel have been identified as those members of the CF 1) in hard air MOCs, 2) wearing light blue uniforms, 3) working in air force units irrespective of uniform colour or MOC. This issue is one that needs to be resolved and might be suitable for a research project.

Stakeholders Interests and Activities. The stakeholders present discussed their interests and activities related to AF leadership as follows.

DAirPPD personnel indicated that they were involved in a number of activities related to AF leadership, including writing the Officers Air Environmental Specification, the NCM Air Environmental Specification, devising AF HR models, modeling AF career paths, and writing Qualification Standards for Air Environmental courses. All these activities had a leadership component, such as individual leadership competencies, organizational (or institutional) leadership competencies, and leading change agendas. Most DAirPPD

activities were focussed on Horizon 1[19] and how AF personnel would work in a joint environment.

DAirSP indicated that a major current DND initiative (led by the VCDS) was the creation of a shared national security environment to provide more detail than currently found in the Strategy 2020 (or Strategy 2025 in draft) documents. A key question being addressed is – what level of jointness do we need in the CF? A significant issue will be the nature and effects of environmental (army, navy and air force) leadership styles on joint operations.

The new Air Warfare Centre (AWC) will start to stand up this APS. It will be centred in Winnipeg, but will have geographically dispersed components like the one attached to the CF Experimentation Centre. The mission of the AWC will be to accumulate and distribute knowledge relate to aerospace operations. At some point in the future it will take over some CFSAS activities, like the Basic Aerospace Operations Course and the Advanced Aerospace Operations Course. One of the AWC's mandates will be the study of AF leadership.

Most DAirSP work is focussed on Horizon 2 and 3 issues.

1 CAD is responsible for co-ordinating AF personnel, training, doctrine and reserve matters at the operational level. In this role, 1 CAD translates strategic direction concerning AF leadership doctrine and training into activities at the tactical level. The Air Force Support Capability (AFSC), being developed by A4 at 1 CAD, has specific requirements for expertise and advice on aspects of AF leadership.

The **CF Leadership Institute** (CFLI) is part of the HQ Canadian Defence Academy (CDA). The CDA is responsible for all common CF education, and the leadership component of this education is taught to many who serve with the AF. The CFLI has a mandate to study best practices in leadership and to serve as a conduit for these practices to the CF. It also produces leadership doctrine for the CF. The Profession of Arms Manual will be ready in the fall of 2003. It will provide guidance on how the profession of arms is to be practiced in Canada. The CF Leadership Manual is being written and will be CF doctrine on leadership. The CFLI recognizes that while there is a common component to all leadership practiced in the CF, there are unique environmental (army, navy and air force) components to CF leadership. The CFLI is prepared to assist the AF in investigating and articulating that AF leadership component.

Defence R&D Canada (DRDC) is involved in a number of activities (a more complete description is at Annex C) related to AF leadership as follows: a re-conceptualization of command and control; a command challenges project; a gender and leadership study; a trust in leaders of small teams study; a decision making in moral dilemmas study; a research program on decision making and judgement; and a research program on stress

[19] Horizon 1 deals with issues 1-5 years into the future; Horizon 2 looks at issues 5-15 years in the future; and Horizon 3 looks 15-30 years in the future.

and coping. DRDC personnel also chair the Technical cooperation Panel (ABCA research equivalent) of HUM Technical Panel 11 on Human Aspects of Command which provides mechanisms for collaborative research on intent, leadership and operational readiness. DRDC is also part of the Network-Centric Warfare and Command initiative, a trilateral initiative (SE-NL-CA) to explore the effects of network-centric warfare on command. DRDC is also part of the Leadership, Command and the Operational Art joint initiative between the Canadian Forces College, CFLI and DRDC to create a Canadian approach to the operational art and to address the implications for professional development. DRDC is also involved in an AF Leadership Project, in support of the AF Support Capability, which aims to define a research study addressing leadership in multi-disciplinary (multi-MOC) support teams.

Strategic Guidance. The new Aerospace Capabilities Framework (ACF) provides guidance from the CAS on various aspects of leadership in the AF. The ACF states that the Air Force Personnel Plan (AFPP) will complement Canadian Forces initiatives. Some of the aims of the AFPP are to develop an Air Force Leadership Model to complement initiatives undertaken by the CF Leadership Institute, and to develop an Air Force Professional Development Model consistent with Officership 2020 and the NCM Corps 2020 vision to complement initiatives undertaken by the Canadian Defence Academy.

In order to achieve the goals stated in the ACF, the AF will need to allocate resources to the creation of new knowledge and the exploitation of existing expertise on AF leadership.

It was suggested that there is a need to engage Air Board on the broad subject of Air Force leadership development. There is also a need to remind Air Board that the upcoming Air Doctrine Manual recognized AF leadership as distinct from other types of leadership and that there is a need to develop an AF leadership manual as the next level down from the CF Leadership Manual. These issues should be brought to Air Board's attention and they should be requested to direct the development of an AF leadership manual.

Summary. No one organization has the authority, resources, or expertise to effectively address all AF leadership issues. DAirPPD devises policies impacting on AF HR issues, including career models and course Qualification Standards, all of which have leadership components. DAirSP deals with force development issues and creates AF doctrine, both of which have leadership components. 1 CAD translates strategic direction concerning AF leadership doctrine and training into activities at the tactical level. The CDA and CFLI have CF-wide responsibilities for certain aspects of leadership development and AF leadership practices must be compatible with CF practices. DRDC (Toronto) is developing a comprehensive basic and applied research program in military leadership and command, and AF leadership is an important part of this program.

Conclusion. It was concluded that a working group should be established to co-ordinate the activities of those stakeholders who have an interest in AF leadership. The working

group would facilitate the exchange of information among diverse stakeholders and would help to match needs to resources among the stakeholders.

Decision. It was decided that the 1 CAD-DRDC AFSC leadership research project would continue as planned, and that DAirPPD would be kept informed of the project's progress and would be invited to provide input into the project planning.

Observation. The description in the previous paragraphs of activities outside the realm of military operations as strategic, operational, and tactical has become the norm in the CF lately. However, this practice may be inappropriate and may unnecessarily fragment functional activities like training that may be better viewed as a seamless activity.[20]

Summary of DRDC Activities related to AF Leadership
Carol McCann
Leadership & Trust Group
Command Effectiveness & Behaviour Section

18 July 03

Research
1. Re-conceptualization of Command and Control – Development of a framework that re-defines the fundamental concepts and their relationship with each other in terms of notions such as competency, authority, responsibility and shared intent. Used as a conceptual umbrella for building the CEB research program.
2. Command challenges project – Collection and analysis of challenging command situations intended to validate the framework and develop a tool for analysis.
3. Gender and leadership study – Addresses the perceptions of leaders and leadership by women in the combat arms of the LF.
4. Regimental culture study – Exploring, from an anthropological view, the cultural differences and similarities between the LF regiments.
5. Trust in leaders of small teams – Part of a larger project to determine factors that affect trust in small teams, and to develop methods and measures for assessing trust in this context.
6. Decision making in moral dilemmas – Large project to investigate factors influencing how military members make judgements in moral and ethical dilemmas.
7. Research program on decision making and judgement
8. Research program on stress and coping

Education
1. Various presentations in the past year at 1CAD, 1Wng
2. Addresses aspects of Command in CSC, AMSC, NSSC courses at the CF College

[20] See Allan English, The Operational Art: Theory, Practice, and Implications for the Future, paper prepared for the Canadian Forces College, 15 March 2003, for more details on this issue.

Other Initiatives

1. Under The Technical cooperation Panel (ABCA research equivalent) chairs HUM Technical Panel 11 on Human Asepcts of Command. TP11 provides a mechanisms for collaborative research on intent, leadership and operational readiness. Includes membership from CFLI, DHRRE, USAFA, USARI.
2. Under NATO Research and Technology Organization, participates in ET-036 on Multinational Operations and Inter-Cultural Factors to investigate the effects of differences in organizational and national cultures on coalition operations, especially at the operational level.
3. NCW and Command – A trilateral initiative (SE-NL-CA) to explore the effects of network-centric warfare on command.
4. Leadership, Command and the Operational Art – A joint initiative between CFC, CFLI and DRDC to create a Canadian approach to the operational art and to address the implications for professional development.
5. CF Leadership Manual – Participation in a working group to advise on CF leadership doctrine being developed at CFLI.
6. AF Leadership Project – In support of the AF Support Capability Project, aims to define a research study addressing leadership in multi-disciplinary support teams.

PARTICIPANTS A MEETING OF STAKEHOLDERS TO DISCUSS AIR FORCE LEADERSHIP HELD 23 JUL 03, OTTAWA ON

Cdr E. Barnett	PD MOSART (representing LCol Senechal AF Environment Project MOSART)
613-995-8486	Barnett.EG@forces.gc.ca
Maj Chris Blodgett	Directorate Air Personnel Production & Development
613-944-5531	Blodgett.CS@forces.gc.ca,
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Col David Neil 613-992-3520	Director Air Strategic Plans Neil.DT@forces.gc.ca,
LCol Marty Playford 204-853-2500 X6389	A4 SA, 1 CAD HQ Playford.MJ@forces.gc.c
Maj Line Quirion 613-944-3644	D Air PPD3-4 Quirion.MFL@forces.gc.ca

ANNEX B TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Qualifications and Experience of Author Related to Air Force Training and Education

Projects and Positions

Helped to develop and deliver activity on the Human Dimension of Command for Command and Staff Course 29 and 30, Sep 2002 and Sep 2003.

Member of the course delivery options study group examining methods of delivering new Canadian Forces-wide education programs for all Majors and Lieutenant-Colonels (DP 3), March to June 2001.

Wrote report on the Equivalencies of Foreign DP 4 (Colonel and General Officer) Courses to the Advanced Military Studies Course and the National Security Studies Course, August 2000.

Wrote course training plans for Advanced Military Studies Course and National Security Studies Course January-April 2000.

Member of the course training plan writing board preparing new Canadian Forces-wide education programs for all Majors and Lieutenant-Colonels (DP 3), January to April 1999. Main areas of responsibility: leadership, strategy, policy development, writing skills. Facilitator for the Joint Reserve Command and Staff Course review based on the new programs, November 1999.

Co-Chair, Department of Aerospace Studies, Canadian Forces College, Sep 2001-present.

Consultant to define the problems relating to C2 and leadership for the Air Force Support Capability Project, 1 Canadian Air Division Headquarters Sep 2002-present

Publications and Papers

Understanding Military Culture: A Canadian Perspective. Montreal & Kingston: McGill-Queen's University Press, 2004.

"The Masks of Command: Leadership Differences in the Canadian Army, Navy, and Air Force." Given at the Conference on Leadership in the Armies of Tomorrow and the Future, Kingston, ON, 6-7 Feb 2002 and the Inter-University Seminar on Armed Forces and Society, Kingston ON, 25-27 October 2002.

"Professionalism and the Military - Past, Present, and Future: A Canadian Perspective." Report prepared for the Canadian Forces Leadership Institute, May 2002.

«La culture militaire et l'éducation militaire professionnelle.» 8e Conférence d'histoire militaire Canada-Québec, Royal Military College of Canada, Kingston, ON, 14-15 mars 2002.

With G.E. Sharpe. *Principles for Change in the Post-Cold War Command and Control in the Canadian Forces*. Kingston, ON: Canadian Forces Leadership Institute, 2002.

"The Americanization of the Canadian Officer Corps: Myth and Reality?" In Bernd Horn, ed. *Contemporary Issues in Officership: A Canadian Perspective*. Toronto: Canadian Institute of Strategic Studies, 2000, 181-204.

"Leadership and Command in the Air Force: Can Non-Aircrew Command Flying Squadrons?" Given at the 6th Air Force Historical Conference, Cornwall, ON, 21-23 June 2000. Published in Office of Air Force Heritage and History, ed. *Proceedings: 6th Annual Air Force Historical Conference*. Winnipeg, MB: Air Force History and Heritage, 2000, 79-86.

"The Education of an Air Force: Professional Military Education for the Canadian Air Force in the 21st Century" given at the Canadian Institute of Strategic Studies Spring Seminar, Toronto, ON, 9 April 1999. Published in David Rudd, et al., eds. *Air Power at the Turn of the Millennium*. Toronto: Canadian Institute of Strategic Studies, 1999, 63-76.

"Putting the 'Professional' Back in Military Education." *Vanguard* issue 4 (1999), 10-12.

The Cream of the Crop: Canadian Aircrew 1939-1945. McGill-Queen's University Press, 1996.

Relevant Military Experience

Air Navigator Canadian Forces 1971-1991

-various operational and instructional duties, including:

a) 436 (Transport) Squadron (C130 aircraft)

b) instructor and standards officer Canadian Forces Air Navigation School (C130 aircraft)

c) instructor and course director Royal Air Force Air Navigation School (HS 125 aircraft)

d) Aerospace Systems Course

e) lecturer Military Psychology and Leadership Department Royal Military College of Canada instructing on courses on leadership and military professionalism

ANNEX C TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

List of Persons Consulted for this Report

Air Command Professional Development and Training Centre	Maj T. Harris- Cmdt Lt. S. Morell- Training Development MWO Lambert- CI Professional Development WO B. Pitts- Air Reserve Distributed Training Cell WO Sgt Allan-Standards NCM Sgt Leclair- OPI BAEC Sgt Giroud- Instructor Sgt Hayward- Instructor
CDA	Col R. Wakelam, Director Professional Development
CFSATE	LCol H. Kowal- Cmdt Capt L. Hamel- A/Standards Sqn Comd Capt M-A Gosselin- D Sqn Comd (AERE) Sgt D. Humphreys- AVN Course Director Capt W. Robinson- OPI Leadership Training
CFSAL	LCol J. Thompson- Cmdt Capt V. Griffiths- Standards Air Logistics and Human Resources Management Officer Standards Capt DS Mainguy, Standards Officer Lt (N) TJ Wakfer, Standards Officer
	WO W. Satterley- SDiv (Supply) Sgt K. MacDonald- SDiv (TN) WO Zubiak- SDiv (TFC)

	Sgt D. Lachance- SDiv (RMS Clerk)
1 Wing (Kingston)	Col C. Shelley- Wing Comd CWO J. Trudel- Wing CWO
CFSCE	LCol M. Girard- Cmdt Maj E. Charron- Course director CELE (Air) Mr D. Nedrum- CFSCE Stds QA Coord
CFSAS	LCol D. Neill- Cmdt Maj T. Smith- OD Standards LCdr N. Turl- A/OD Flt Cdr Maj D. Chess- OD Flt Instructor Maj R. Orzechowski- OD Flt DL Capt D. McLeod- AFOBC DL DS Capt D. McDonnell-CFANS OD Instr
Aerospace Warfare Centre	LCol C. MacFarlane- AWC Co-ord Maj R. Vincent- AWC Initial Cadre Capt S. Doyle-AWC Initial Cadre
1 CAD	LCol Marty Playford A4 SA LCol R. Schwab- A1 Air Tech Trng CWO J. Quilty- A4 Support and Training CWO MWO JB Verreault, A1Trg, 1 CAD
17 Wing	CWO R. Goch-Acting Wing CWO TIS CWO 1 CAD
D Air Res	Col P. Davies, Director Air Reserves
D Air PPD	Col C. Little, Director Air Personnel Production and Development LCol R. Mosher, DAirPPD COS/Coord LCol A. St-Onge, D Air PPD 3 Maj C. Blodgett, D Air PPD 4-2 Maj Line Quirion, D Air PPD3-4 Lt(N) M. F. Furlong-MacInnis, D Air PPD 3-2-2

	CWO R. Bouchard, D Air PPD 3-4-2
CFSTG HQ	LCol S. McDonald, SSO Training
Others	Capt (N) B. Weadon, Maritime Staff Comptroller Cdr M. Adamson, Cmdt CF Fleet School, Esquimault

ANNEX D TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Note: This briefing note is a draft and was not formally submitted or actioned through the chain of command.

BRIEFING NOTE

AIR FORCE PROFESSIONAL DEVELOPMENT SYSTEM[1]

ISSUE

1. Approval is sought for the establishment of a project with the mandate to identify and implement an Air Force Professional Development System thereby addressing current deficiencies and meeting future Air Force training and education requirements.

DISCUSSION

2. The Air Force training and education system is not capable of supporting forecasted requirements within the present resources allocated and is without focus. Significant concerns regarding the state of training and education have been raised, most recently in the Commander's Training session 30 Jan 02 and the Training Excellence Working Group 31 Jan 02.[2] The Air Force Vision for Professional Development[3], specifically training and education, is dated and does not take into consideration the fiscal realities of the 1990s, the dissolution of CFRETS/formation of CDA[4] and the assumption of additional occupations under the Air Command Managing Authority. Elements of Professional Development, specifically professional military education, are currently viewed by many Air Force officers as "add-ons." There are diverse views of how Professional Development needs to be delivered in the Air Force with WComds/COs competing for scarce resources and working independently. There is no Air Force strategy for linkages with local/regional/national educational and industrial institutions

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[1] A planned, progressive, career-long process of training, education, experience and self-development that, in conjunction with the Canadian Forces Professional Development system, provides air force personnel the skills, knowledges and attitudes necessary to meet their professional responsibilities

[2] Attendees: BGen DL Lucas A1/A4, Col D McLennan 17 WComd, Col LG Gillis 16 WComd, Col CL Little D Air PG&T, Col DB Edgar A1 Trg, Col SJ Kummel A7, LCol MJ Playford A4 SA, LCol L Geier ATESS, LCol CL MacFarlane CFSAS, LCol RA Schwab A1 Trg Sys.

[3] Air Command Training Concept (Air Command 4520-1(Comd), 31 January 1992)LGen D Huddleston

[4] Consulting and Audit Canada: Governance Framework for a Canadian Defence Academy 1901-8(VCDS) 21 August 2001

3. Recruitment levels are higher than absorption capacity. Our current throughput capability does not meet current and forecast Air Force needs. The present system, faced with outstanding issues such as BMQ, POET, occupational training capacity, Officer/NCM PME, Aerospace Warfare Centre and the training/education process responsibilities within the headquarters structure, does not allow us to get from "here" to "there" based on existing personnel, infrastructure and resource constraints.

4. The separation of the Training Establishments and the occupational training requirements minimizes Air Force teaming and inculcation. Certain occupations must provide training to members of the Air Force team in non-air environments due to legacy issues. A forward thinking, consolidated approach to air force Regular/Reserve training and education is required.

5. Other stated concerns include the existing shortfall within the validation process, the quality of training aids with no cohesive strategic plan to modernize (the MR and local skill approach) and the requirement to establish/confirm responsibilities between AF and CF PD process[5]. The consensus of the senior leaders within the Air Force training/education community is that there is much talk but we do not have the time nor the resources to produce a realistic, implementable plan.

6. The establishment of a project with the mandate to identify and implement an Air Force Professional Development system would support three of the four strategic targets established within the CAS Planning Guidance 2002[6] as well as support three of the eight expected Force Generation Objectives within the Aerospace Capability Framework.[7]

THE PROJECT

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[5] DAOD(Draft) Professional Development dated 20 Dec 2001

[6] "**Vision of the Future** – completion of draft 1 of the Aerospace Capability Framework, to clearly articulate the kind of Air Force we intend to develop and field over the near to mid term;
People – development and promotion of recruiting, training, compensation, professional development and retention programs, intended to improve our overall manning situation; and
Resources – achieving a better alignment of resources, readiness and commitments."
CAS Planning Guidance 2002 Foreward. LGen LC Campbell.

[7] "Force Generation:
Objective #1 Establish a force generation process that meets force employment requirements.
Horizon 1 – Carry options analysis for a more efficient process (comprehensive analysis including infrastructure, personnel, training, etc.)
Objective #3 Generate leaders and strategists
Horizon 1 – Promote education and professional development in all aspects of air force (doctrine, organizational culture, career progression and management of human resources).
- Promote education and professional development in Command, as well as opportunities for air force personnel to assume command functions in the CF
Horizon 2 – Promote air force professional identity over the classification focus
Objective #5 Implement a comprehensive and coherent human resources development and management program.
Horizon 1 – Complete the development of an air force human resources framework
- Improve recruiting, retention and training."
DRAFT Aerospace Capabilility Framework Chapter 6 The Aerospace Capability Plan.

7. The project would consist of two phases. The first phase includes the confirmation of the charter and deliverables, the development of the options and the recommended course of action for CAS approval. The second phase would implement the approved course of action. The first phase would begin Apr 02 with the formation of the project team. The first phase is scheduled for completion within eight months (Dec 02) with CAS direction for an approved course of action. Timelines for the second phase are subject to the magnitude of the approved course of action.

8. The project team will consist of full-time and part-time members. The five full-time positions would include a Team lead at the Colonel level, a deputy and three personnel, including officers and Senior NCMs, representing the Training Development Branch, 1 CAD HQ/A1 Trg and the Air Reserve. The part-time members would include 16 and 17 Wing representatives as well as additional Subject Matter Experts as required.

CONCLUSION

9. The Air Force Training and Education System is suffering from a plethora of debilitating pressures. The senior leadership of the Air Force Training and Education Community are engaged with these symptoms but do not have the necessary resources to develop the cure. With the significant changes forthcoming to the CF Professional Development System, we are at an optimum time to identify and implement an Air Force Professional Development System that can be structured for the needs of Air personnel today and in the future.

10. It is recommended that approval be granted for the establishment of an Air Force Professional Development Project and that direction be given for development of the charter/terms of reference and for the staffing of the 5 full-time positions.

Prepared by: LCol CL MacFarlane, CFSAS Cmdt, CSN 257-5237
As Directed by:
Responsible Director:

ANNEX E TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

A Summary of Subjects Directly Related to Leadership in AF Training and Education from Selected QSs and TPs

Note: This is not a complete list of subjects, but only those directly related to leadership in AF training and education.

Common NCM Specifications

PLQ

PO 201 - Lead Subordinates
-65 periods
-assessed by means of 50-question exam, correcting a memorandum and writing a PER
PO204 - Identify and recommend administrative measures required to enforce Good Order and Discipline
-25 periods
-based on administration required to deal with discipline problems
PO 205 - Conduct Operations/Activities; PO 206 -Plan Operations/Activities, and weekly reports used as practical assessment tools

(ILQ and ALQ QSs were not available.)

Environmental NCM Specifications

BAEQ

EdO 103 Air Force Team Concept (largely descriptions of AF policies and programs)
Defence Ethics and
Defence 2000 Team Dynamics handbook

PAEQ

PO Air 201 – Manage Personnel and Resources
-ethics and personnel management systems

IAEQ

PO Air 301 – Develop subordinates and subordinates supervisor
PO Air 302 – Ensure well being of subordinates; and
PO Air 303 – Enforce good order and discipline.

-almost all administrative skills like interviewing, training needs, QOL, administration of discipline

AAEQ	nil focus on air campaign process and AF organization

Junior Officers

AFOBC	PO 201 - Lead subordinates -27 periods including leadership, public speaking, ethics, problem solving, media relations
AFOAC	PO 304 - Complete tasks as a member of a self-managed team -leadership module is four periods of presentations by serving or retired general officers and two discussion periods
AERE Officer Basic	PO 402- Leadership -18 hrs including leadership theories and principles, motivation morale, ethics, current military affairs
Air Field Engineer	EdO 003 Obligations of Military Service EdO 003.03 Morale, Unit Cohesion, Motivation and Esprit de Corps EdO 003.05 Military Ethics and Ethos No specific leadership module but assessment of leadership on Field Training Exercises.
Air Logistics Environmental Phase	PO 301 - Administer a Flight PO 302 - Receiving and Giving Operational Orders PO 305 – Command During Increased Threat Levels **Note**: This phase of training is not currently being given. The leadership assessment in this phase was based on an exercise. The QS is dated 29 Apr 01. Currently there is both a Land and Sea Log course.
Basic Air Navigator Course	PO 406-Display Officer-Like Qualities -six periods on leadership, profession of arms, ethos, ethics, and political and military issues
CELE (Air) Basic Occupation Qualification	Nil
RMC graduates	-minimum of two one-half term courses with significant leadership content taught by the Military Psychology and Leadership Dept (Psych 301A Organizational Behaviour and Psych 401B Leadership and Military Professionalism and Ethics)

Senior Officers

CSC	Leadership -16.5 hrs Ethics and the Military Profession- 15 hrs Students are also assessed in leadership roles during various activities and exercises.
AMSC	Command- approx 10 hrs Ethics and the Military Profession- approx 10 hrs Leadership- approx 12 hrs Students are also assessed in leadership roles during various activities and exercises.
NSSC	Command- approx 21 hrs Ethics and the Military Profession- approx 8 hrs Leadership- approx 11 hrs Students are also assessed in leadership roles during various activities and exercises.

ANNEX F TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Sample Leadership PO

Source: QS AFOBC A-P1-002-DP2/PC-D01 dated 11 Jun 2003

CHAPTER 3

ASSESSMENT

PO 201 - Lead Subordinates

15. Assessment of this PO will be based upon the following:

a. the officer's ability to provide and verbally communicate logical and ethical solutions to leadership problems in a problem based learning scenario;
b. the officer's ability to research and provide accurate written solutions to leadership problems; and
c. the officer's ability to lead subordinates in group activities

CHAPTER 4

PERFORMANCE & EDUCATION OBJECTIVES

PO 201

1. **Performance**. Lead Subordinates.

2. **Conditions**.

a. Given:

(1) subordinates;
(2) advice as required;
(3) references;
(4) a mission / activities, and
(5) supervision as required.

b. Environment. Under any conditions.

3. **Standard**. IAW references and with due regard for the promotion of military principles, values and ethics, the officer shall:

a. lead by example, by:

(1) assuming responsibility;
(2) conducting oneself IAW the code of service discipline;
(3) displaying initiative and decisiveness;
(4) maintaining composure under stress;
(5) developing subordinates trust;
(6) supporting and co-operating with others; and
(7) seeking and accepting advice;

b. develop subordinates' potential and readiness to accomplish roles and missions by identifying career and professional development requirements, by designing and conducting activities and programs that are physically and mentally challenging and by mentoring;

c. correlate subordinates' individual training and education requirements to unit and job requirements including principles, concepts and applications of flight safety;

d. ensure the well-being of subordinates by:

(1) providing a harassment-free work environment;
(2) resolving interpersonal conflicts;
(3) assisting with their personal problems by identifying the appropriate actions and/or referring them to the appropriate authority; and
(4) promoting quality of life so that subordinates' basic and social needs are met;

e. ensure subordinates are kept well informed by:

(1) maintaining open lines of communication; and
(2) briefing/debriefing/counseling them as necessary; and
(3) preparing military job-descriptions; and

f. maintain good order and discipline, to include:

(1) conducting investigations relating to disciplinary proceedings; and
(2) determining disciplinary course of action for military personnel.

4. **Reference Numbers**. A1, A2, A3, A4, A6, A7, A9, A13, A28, A30, A34, A35, A40, A41, A42, A43, A44, A45, A46, A47, A48, A49 A50, A51, A54, A55, A56, A57, A61, A62, A65, A69, A70, A71, A72, A75, C4, C5.

5. **Specification Task Numbers**. AT001, AT002, AT007, AT012, AT021, AT041, AT042, AT044, AT071, AT072, AT101, AT105, AT106, A/AT134.

6. **Supporting Skill and Knowledge Specification Numbers**.

   a. **Skills**. AS001, AS002, AS003, AS004, AS005, AS041, AS071, AS072, AS73, AS101, A/AS007, A/AS008, A/AS009, A/AS310, BS042, BS043, CS001, CS003, CS007, CS008, CS021, CS022, ES051, ES052, ES053; and

   b. **Knowledge**. AK001, AK002, AK003, AK004, AK005, AK006, AK007, AK008, AK013, AK021, AK024, AK025, AK026, AK029, AK030, AK044, AK045, AK046, AK047, AK048, AK051, AK052, AK053, AK054, AK071, AK072, AK073, AK101, AK102, AK103, AK104, AK105, AK106, AK107, AK108, AK121, AK122, AK123, AK124, AK125, AK126, AK127, AK128, AK129, AK130, AK131, AK132, AK133, AK135, A/AK301, A/AK311, A/AK312, A/AK313, BK052, BK054, BK113, BK114, BK115, BK116, BK118, BK119, CK001, CK002, CK003, CK005, CK022, CK024, DK002, DK003, DK004, DK006, DK007, DK009, DK010, DK012, DK024, EK051, EK052, and EK066.

7. **Training Limitations**: Nil.

Note: This PO is intended to focus on leadership in terms of developing the officer's personal leadership skills and developing subordinates as individual members of the team.

Sample Leadership PO[1]

PO 304 – Complete tasks as a member of a self managed team.

1. **Performance**. Complete tasks as a member of a self managed team.

2. **Conditions**. Given:

   a. work space;
   b. a group of participants;
   c. a task;
   d. task related references

3. **Standard**: The officer will complete tasks as a member of a self managed team by:

   a. Establishing/clarifying team composition including roles and responsibilities, accountability and authority;

   b. Participating in the team establishment and communication of goals;

   c. Establishing team performance standards, agenda and evaluating team performance against those standards;

   d. Identifying barriers to effective teamwork and resolving any related interpersonal conflict;

   e. Assume leadership roles when appropriate and/or as directed including:

      1). Displaying and fostering personal commitment to team goals;
      2). Making decisions that result in team cohesion and attainment of the aim;
      3). Seeking consensus;
      4). Controlling activities to maintain time-line and achieve goals;
      5). Providing guidance to/mentoring other team members;
      6). Supporting the efforts of other team members;

[1] Source Maj L. Quirion, D Air PPD 3-4 comments (dated 30 January 2004) on 18 Dec 03 draft of this report.

7). Promoting ethical behaviour iaw CF military ethos, the Statement of Defence Ethics and the Profession of Arms Manual;
8). Recognizing/acknowledging contributions of others.

f. Identifying and solving task related problems;

g. Communicating ideas and constructive criticism in a manner that assists the team in meeting its objectives:

4. **References**: Air Force Handbook, Flight Plan '97; Duty with Honour, The Profession of Arms in Canada, The Profession of Arms Manual.

5. **Specification Task Numbers**: AT013, AT014, AT021.

ANNEX H TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Source: AFOAC QS dated 16 Jul 2003, A-P1-002-DP3/PC-D01 Annex B To OAES DP3A Qualification Standard Dated 16 July 03

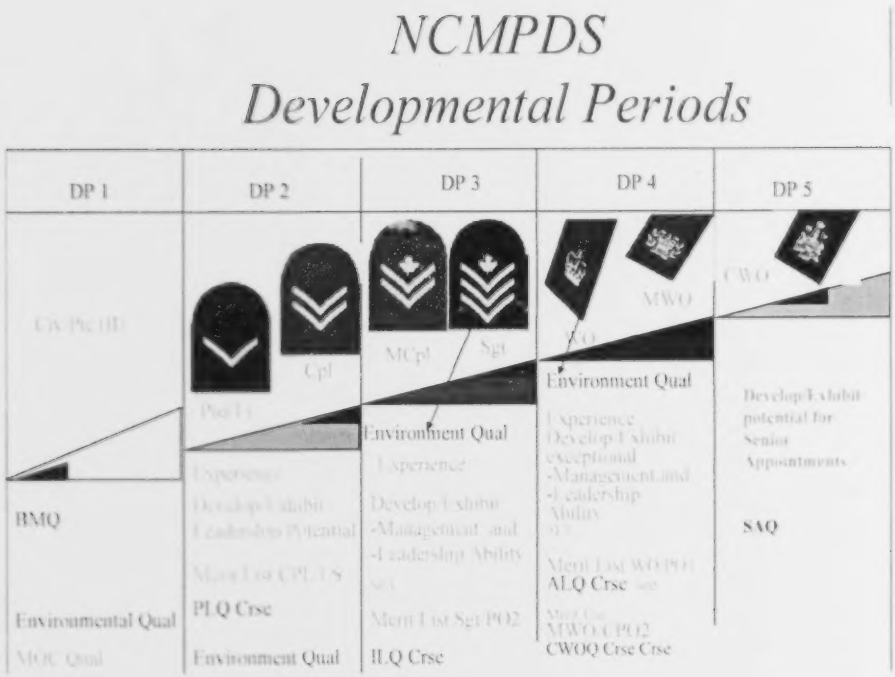
OFFICER AIR ENVIRONMENTAL SPECIFICATION
TRAIN / NO TRAIN DECISIONS

SERIAL	COMMON OCCUPATIONAL REQUIREMENT	DP 1	AIR DP1	DP2	AIR DP2	DP3	AIR 3A/B
	LEADERSHIP AND COMMAND						
	LEADERSHIP						
A/AT301	Promote Flight Safety		* T		*		*
A/AT302	Promote Air Force Culture, Heritage, Traditions & History		* T		*		*
A/AS007	Managing time	2		2	3 T	3	
A/AS008	Managing stress	2		2	3 T	3	
A/AS009	Managing change	1		2	3 T	3	
A/AS073	Mentoring	1		2		2	3 T
A/AS310	Decision-making		2 T		3 T		3 T
A/AK301	Principles, Concepts and Applications of Flight Safety		2 T		3 T		3
A/AK311	Principles & Techniques of Management of change				2 T		2/3 T
A/AK312	Training and Development of subordinates				3 T		3 T
	MILITARY ETHOS						

SERIAL	COMMON OCCUPATIONAL REQUIREMENT	DP 1	AIR DP1	DP2	AIR DP2	DP3	AIR 3A/B
A/AK302	Air Force culture, Heritage, Traditions & History		2 T		3 T		3
A/AK303	Air Force Team Concept		1 T		2		3 T
	ASSESSMENT						
A/AS061	Assessing personnel job performance	1		2	3	3	
A/AK061	NCM/Officer Performance Appraisals	1		2	3	3	
	COMMAND						
A/AS081	Applying principles of war	1		2	3 T	3/3	
A/AK082	Conduct of orders group/mission briefing	2		2	3 T	2	3
A/AK313	Military Ethics		2 T		3 T		3 T

ANNEX I TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

New NCM PD Model



DP1 Environmental Qual is **BAEQ**
DP2 Environmental Qual is **PAEQ**
DP3 Environmental Qual is **IAEQ**
DP4 Environmental Qual is **AAEQ**

ANNEX J TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Summary of Future AF Environmental NCM PD Plans

Future Plans

DP 1 - Basic Air Environment Qualification (BAEQ) ready by Apr 05.

DP 2 – new Primary Air Environment Qualification (PAEQ) to be piloted Sep 05 and will most likely be given by DL; in the interim the Junior Leadership Air Environmental Course (JLAEC) will be taught.

DP 3 – new Intermediate Air Environment Qualification (IAEQ) will be piloted by Sep 06 and is meant to be given to all Sgts/PO's working in Air Command; in the interim the Sergeant Seminar will continue to be given at Wings. The new IAEQ will continue to be given at the Wings.

DP 4 – new Advanced Air Environment Qualification (AAEQ) will be ready for delivery by Apr 06.

Summary of NCM PD related to Leadership[1]

Developmental Period 1 (Civ to Pte)

Basic Air Environment Qualification course- 5 training days, delivered at ACPDTC Borden for the time being. Course developed from Air Environment NCM General Specifications. Deals with Air Force History, Safety on the Airfield etc.

Developmental Period 2 (Pte (t) to Cpl)

Primary Leadership Qualification course- 35 training days, this course replaced the JLC as Common Core training for all MCpls in the CF.

Primary Air Environmental Qualification (PAEQ) for MCpls

[1] From MWO JB Verreault, A1Trg, 1 CAD by email dated 30 Sep 03; as revised by email by CWO R. Bouchard, D Air PPD 3-4-2, 5 Feb 04.

The Primary Air Environment Qualification course is 6.5 training days to be delivered by distributed learning over a period of 6 weeks. It will replace the existing Junior Leadership Air Environment Course (JLAEC). The JLAEC used to be delivered in residence at the front end of the old Junior Leaders Course; however, due to PLQ backlog problems and Reserve personnel requirements, it had to be re-engineered. The JLAEC is currently taught after PLQ via DL. It will be replaced by the new version called the Primary Air Environmental Qualification (PAEQ) once the PAEQ QS is approved. The PAEQ will be delivered after PLQ via DL.

Developmental Period 3 (MCpl to Sgt)

Intermediate Air Environment Qualification course (IAEQ)- 5 training days delivered at the Wings. The IAEQ will replace the Sgt Seminar and continue to be delivered at the Wings. The course will be revamped to meet the new Air Environment NCM General Specifications. The IAEQ will start in Sep 06 and is meant to be given to all Sgts/PO's working in Air Command.

Intermediate Leadership Qualification course- 24.5 training days in a residential phase in addition to a 66 hours DL that has to be completed as a pre-requisite to the residential phase of the course. This course replaced the Senior Leaders Course as Common Core training for all Sgts in the CF.

Developmental Period 4 (WO to CWO)

Advanced Air Environment Qualification course is anticipated to be delivered by DL. This is a new course for which the QS has been written and is based on the new Air Environment NCM General Specifications. This course is designed to precede the new Advanced Leadership Qualification course. The AAEQ course will most likely replace the current Senior Air Supervisor Course. The decision has not been made as of yet. The AAEQ will start in Apr 06 and is meant to be given to all WOs and PO1 working in Air Command.

Advanced Leadership Qualification course is new Common Core training anticipated to be 15 days of residential training with a 10 days prerequisite package. The course QS/TP has been written. The staff will be selected in APS 04. The course is scheduled to start in Fall 05. This course is meant to be given before promotion to MWO; therefore, course loading will be for selected WOs from the merit list.

Chief Warrant Officer Qualification course is enhanced Common Core training anticipated to be 15 days of residential training with a 10 days prerequisite package. This course is meant to be given before promotion to CWO; therefore, course loading will be for selected MWOs from the merit list. This course will eventually replace the Senior CWO course which has been zero loaded for the last couple of years.

Developmental Period 5 (CWO)

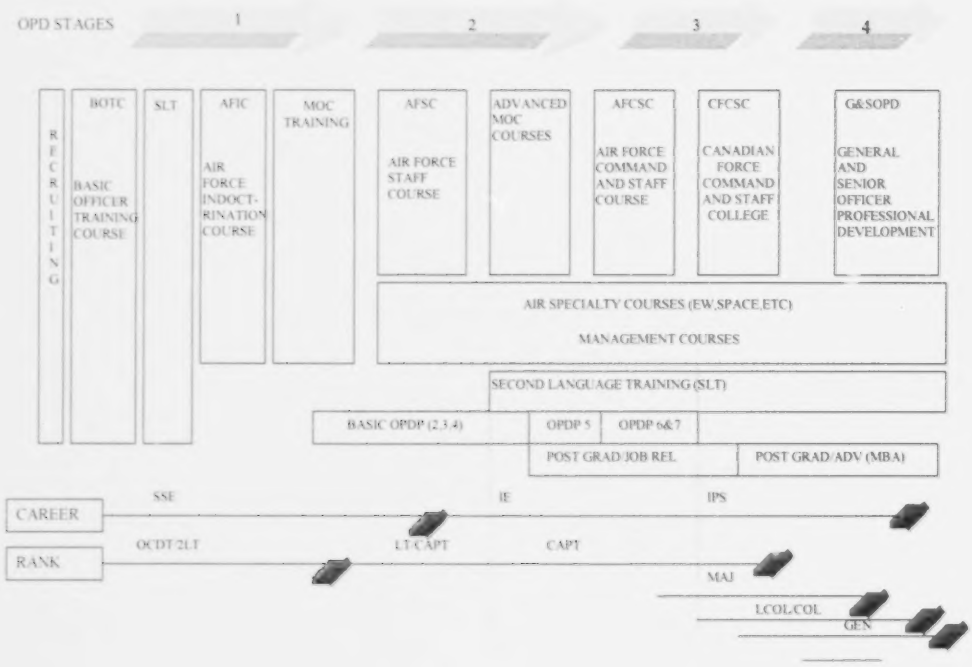
Senior Appointment Qualification course (SAQ)- this is a new Common Core training for those CWOs of the CF that have been identified for possible Senior Appointments (Wing CWO, Base CWO, Formation CWO, etc...). The course QS/TP are under development. This course is more at the strategic level. It is anticipated that the future appointees will attend the General Officers and Flag Officers (GOFO) symposium at CFC. There will also be a DL prerequisite package approx 10 days in length.

At present there is no plan to create a DP 5 Air Environment Qualification course.[2]

[2] Telecon CWO R. Bouchard with author, 29 Oct 03.

ANNEX K TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

AIR FORCE OFFICER PROFESSIONAL EDUCATION AND TRAINING MODEL 1994



Note: The air force professional development program experienced a major modification in 1997 with the replacement of the Air Force Indoctrination Course and the Air Force Staff Course with the Basic Aerospace Operations Course and the Advanced Aerospace Operations Course.

Source: Maj Chris Blodgett PPD4-2, DG Air Pers / D Air PPD powerpoint presentation dated 6 May 03, abridged 14 Jul 03.

ANNEX L TO
SURVEY OF CURRENT LEAD ER
DEVELOPMENT IN THE AIR FOR CE
DATED 17 MAR 04

AF Officer Professional Education, Training & Employment (PETE) Career Model

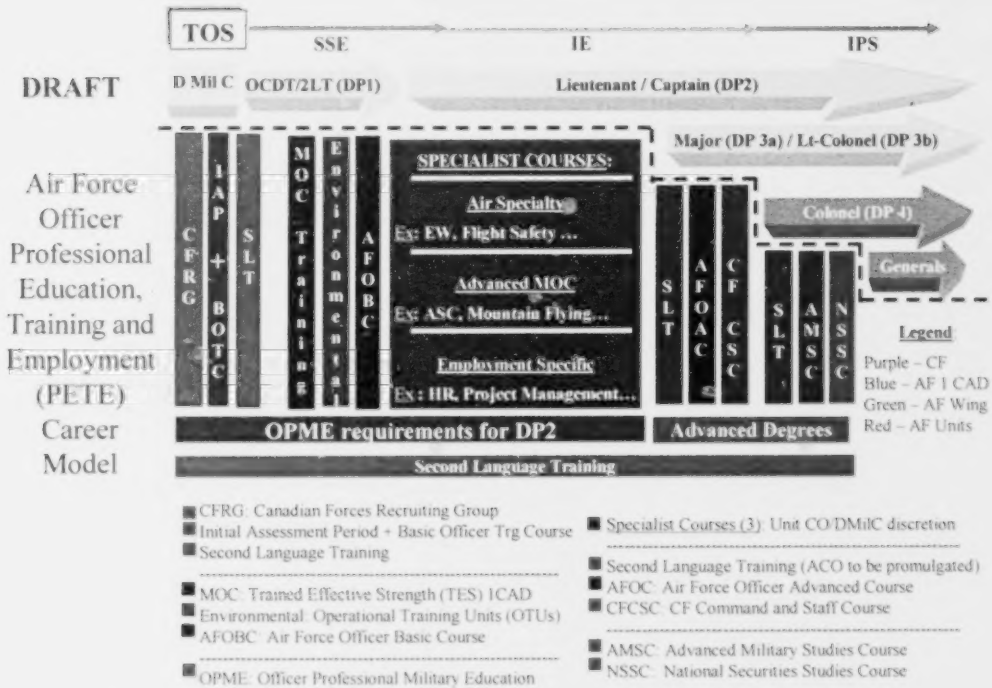
Updated: DRAFT Dec 03 **OPI**: D Air PPD Maj C Blodgett

Recognizing that all Air Force MOCs have different PD requirements and career paths, the following generic AF Officer PETE Career model was created to include MOC training, employment training, professional education and career management into a single schematic. This model reflects changes made to the professional Development (PD) System since 1994 and is significantly different from previous iterations as it includes hyperlinks to career management information. The AF OPME path by DP is shown in another model.

Split in two below by the dotted line, the main part of this model is represented by the **coloured** boxes that indicate a generic Air Force officer education and training path. The second part of the model is represented by the large grey and purple arrows that approximate career management linkages (employment) over a typical career by D Mil C and the Directorate of Senior Appointments (DSA).

The various blocks of the PETE Career model are hyperlinked to both professional development sites and DMilC career management sites to help you begin your individualized plan with regards to continuous learning, career opportunities and career progression. DAOD 5031-8 "outlines PD milestones as well as the requirements for progression to the next DP." Air Force PD requirements will be articulated in a new ACO.

AF/CF Officer
Professional Military Education Path



- CFRG: Canadian Forces Recruiting Group
- Initial Assessment Period + Basic Officer Trg Course
- Second Language Training

- MOC: Trained Effective Strength (TES) 1CAD
- Environmental: Operational Training Units (OTUs)
- AFOBC: Air Force Officer Basic Course

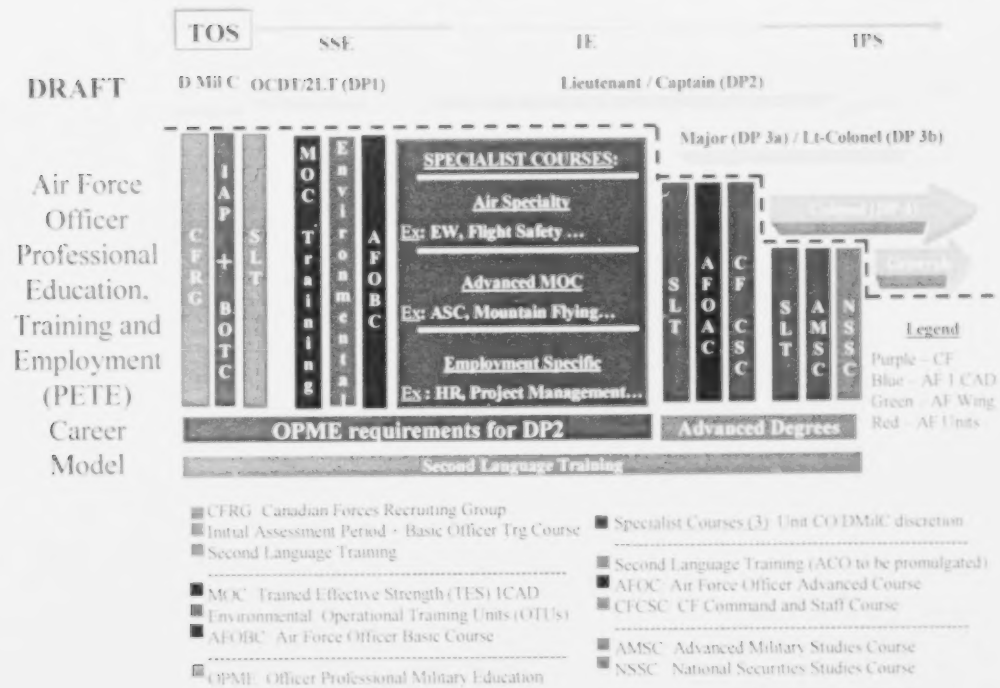
- OPME: Officer Professional Military Education

- Specialist Courses (3): Unit CO/DMilC discretion

- Second Language Training (ACO to be promulgated)
- AFOC: Air Force Officer Advanced Course
- CFCSC: CF Command and Staff Course

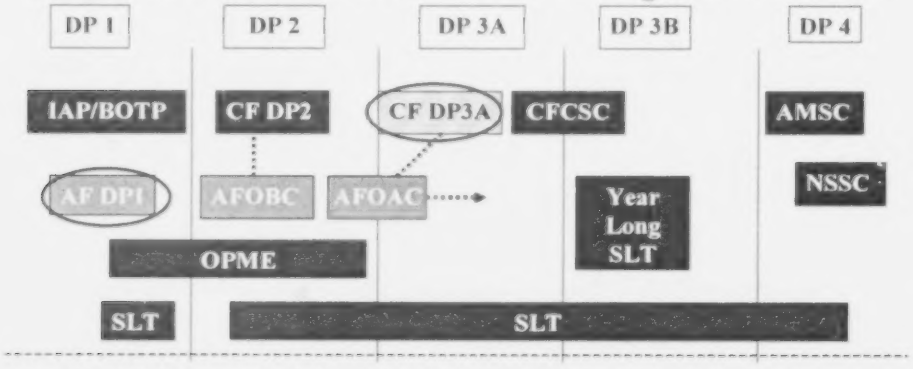
- AMSC: Advanced Military Studies Course
- NSSC: National Securities Studies Course

AF/CF Officer
Professional Military Education Path



ANNEX M TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

The Air Force Perspective: 'Mandatory' Officer Professional Development Path



The red circles indicate courses are being developed/thought of for the future…

The red hashed lines indicate that the courses are/may be combined into a single course.

ANNEX N TO
SURVEY OF CURRENT LEADER
DEVELOPMENT IN THE AIR FORCE
DATED 17 MAR 04

Abbreviations

1 CAD	1 Canadian Air Division
AAEQ	Advanced Air Environmental Qualification
ACF	Aerospace Capabilities Framework
ADM (HR-Mil)	Assistant Deputy Minister (Human Resources – Military)
AF	Air Force
AFOAC	Air Force Officers Advanced Course
AFOBC	Air Force Officers Basic Course
ACPDTC	Air Command Professional Development and Training Centre
AFPP	Air Force Personnel Plan
AFSC	Air Force Support Capability
ALQ	Advanced Leadership Qualification
AMSC	Advanced Military Studies Course
BAEQ	Basic Air Environmental Qualification
BMQ	Basic Military Qualification
BOTC	Basic Officer Training Course
CAS	Chief of the Air Staff
CDA	Canadian Defence Academy
CELE	Communications and Electronics Engineer
CFC	Canadian Forces College

CFLI	CF Leadership Institute
CFITES	CF Individual Training and Education System
CFPDS	CF Professional Development System
CFRETS	CF Recruiting, Education and Training System
CFSATE	CF School of Aerospace Technology and Engineering
CFSTG	CF Support Training Group
CFSAS	CF School of Aerospace Studies
CFSAL	CF School of Administration and Logistics
CFANS	CF School of Air Navigation
CFSCE	CF School of Communications and Electronics
COS	Chief of Staff
CRS	Chief of Review Services
CQC	CWO Qualifying Course
DA	Departmental Authority.
DAOD	Defence Administrative Order Directive
DL	Distance Learning
DP	Developmental Period
D Mil C	Director Military Careers
DG Air Pers	Director General Air Personnel
DGMHRPP	Director General Military Human Resources Policy and Plans
DRDC	Defence Research and Development Canada
DAirPPD	Director Air Personnel Production and Development

DAirSP	Director Air Strategic Plans
ECS	Environmental Chief(s) of Staff
GOFO	General Officers and Flag Officers [symposium]
HR	human resource(s)
IAEQ	Intermediate Air Environmental Qualification
ILP	Individual Learning Plan
ILQ	Intermediate Leadership Qualification
IT&E	Individual Training and Education
JLAEC	Junior Leader Air Environmental Qualification
MA	Managing Authority
MOC	Military Occupation Code
NSSC	National Security Studies Course
NCM	non-commissioned member
NCMGS	NCM General Specification
OGS	Officer General Specification
OPI	Office of Primary Interest
OSS	Occupation Specialty Specification
PO	Performance Objective
PAEQ	Primary Air Environmental Qualification
PLQ	Primary Leadership Qualification
PME	Professional Military Education
QOL	Quality of Life
QS	Qualification Standard

QSWB	Qualification Standard Writing Board
RCAF	Royal Canadian Air Force
RMC	Royal Military College of Canada
SAQ	Senior Appointments Qualification
SME	Subject Matter Expert
TFA	Task Force Aviano
TDO	Training Development Officer
TP	Training Plan
ULP	unit learning plans
USAF	United States Air Force

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14. ABSTRACT

(U) This report is part of the preliminary work for the DRDC research program on the challenges of leadership in multi-MOC [Military Occupation Code] Air Force (AF) support teams. It has been written primarily to provide A4 staff at1 Canadian Air Division with information to support the development of the new leadership skills support personnel will need to successful implement the Air Force Support Capability (AFSC).

The author was contracted to: 1) conduct a comprehensive review of all policy, doctrine and procedures concerning mandated leadership training and education within the AF; 2) visit relevant schools where AF leadership training and education is conducted to determine what is taught at these schools; and 3) determine the current approach to career and professional development within the AF, with a particular emphasis on the support occupations.

The conclusions and recommendations for this report have been grouped into systemic and immediate issues. Systemic issues are those that will likely take a relatively long time to solve because of the involvement of a number of organizations. Immediate issues could be addressed relatively quickly within the AF, and with a minimal allocation of resources leverage significant savings and increase the effectiveness of AF leadership education and training.

(U) Le présent rapport s'inscrit dans le cadre des travaux préliminaires du programme de recherches entrepris par RDDC sur les défis des dirigeants des équipes de soutien de la FA (Force aérienne) constituée de membres appartenant à divers GPM [Groupe professionnels militaires]. Il a été rédigé surtout dans le but de fournir à l'état-major A4 de la 1re Division aérienne du Canada des renseignements qui l'aidera à élaborer les nouvelles compétences en leadership que le personnel de soutien devra posséder pour être en mesure d'exploiter la Capacité de soutien de la Force aérienne (CSFA).

L'auteur a été chargé de :1) faire un examen approfondi de toutes les politiques, doctrines et procédures relatives à l'instruction et à l'éducation en leadership autorisée au sein de la FA. 2) se rendre dans les écoles pertinentes dispensant l'instruction et l'éducation en leadership aux membres de la FA afin de déterminer ce que ces écoles enseignent. 3) de cerner le programme actuel de perfectionnement et de carrière en vigueur dans la FA, en mettant l'accent sur les groupes professionnels de soutien.

Les conclusions et les recommandations de ce rapport ont été regroupées sous deux rubriques : les problèmes systémiques et les problèmes immédiats. Les problèmes systémiques sont ceux qui seront relativement plus longs à résoudre en raison de la participation de plusieurs organisations. Les problèmes immédiats sont ceux qui pourraient être réglés relativement vite au sein de la FA et avec un minimum de ressources, ce qui entraînerait des économies importantes et augmenterait l'efficacité de l'instruction et de l'éducation des dirigeants de la FA.

15. KEYWORDS, DESCRIPTORS or IDENTIFIERS

(U) leadership; Canadian Forces; Air Force Support Capability; professional development